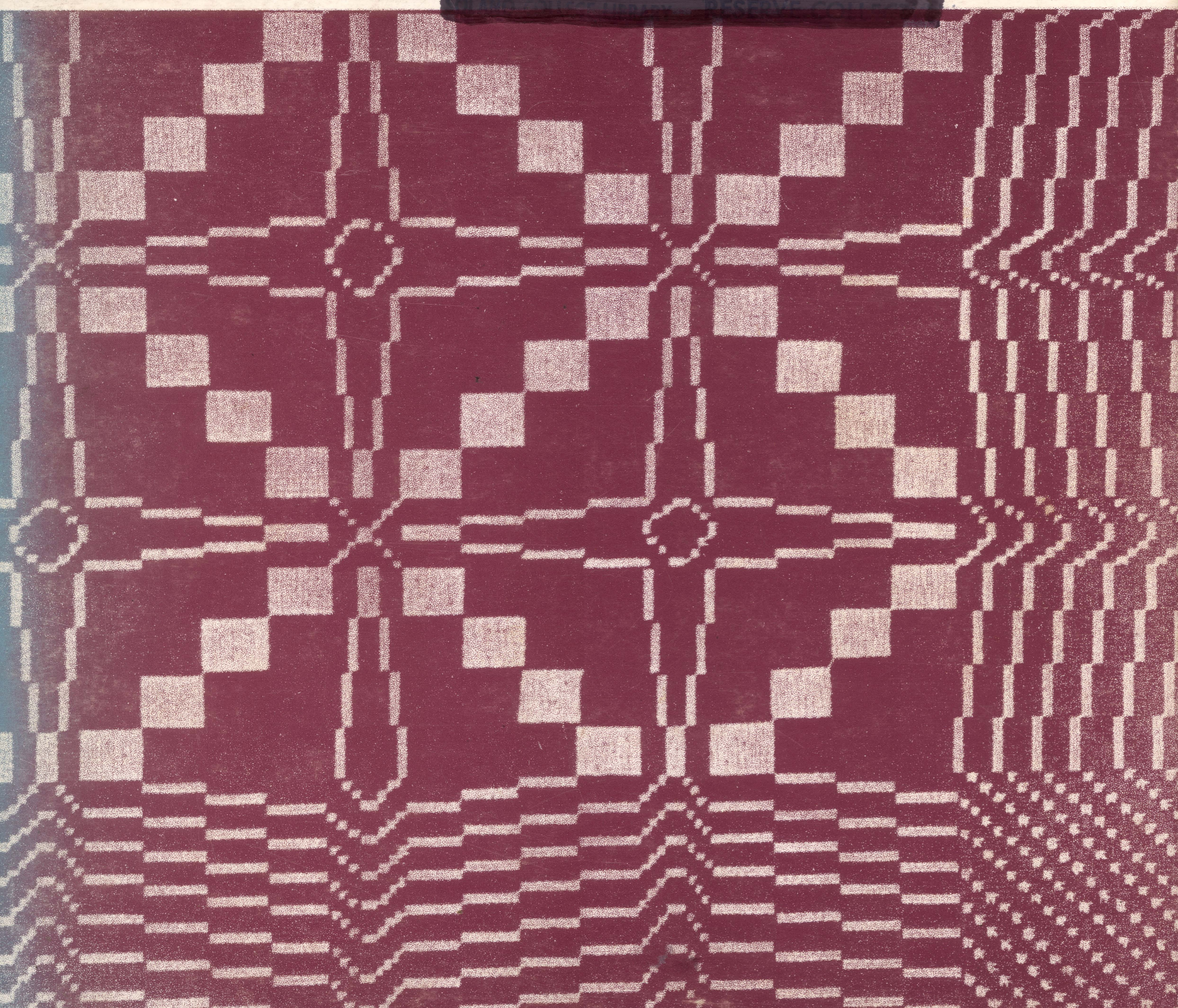


THE WAY IT WAS

A PROGRAM FOR HISTORIC PRESERVATION



The Way It Was

A Program for Historic Preservation

PREPARED BY THE DEPARTMENT OF ENVIRONMENTAL AFFAIRS
CITY OF FAIRFIELD, CALIFORNIA

MARCH, 1975

PARTICIPANTS

City of Fairfield City Council

Manuel Campos, Mayor
Robbie Burr Berger
William Jenkins
Gary Falati
Loyal Hanson

City of Suisun City City Council

Guido Colla, Mayor
Claude Appleton
Manuel Baracosa
Cliff Hemler
Virgil Lehnus

Solano County Board of Supervisors

Richard Brann, Chairman
Wallace Brazelton
Thomas Hannigan
Chester Hillyard
Robert Scofield

City Staff

Gary Gouvea, Director, Environmental Affairs
Don Barr, Principal Planner, Project Manager
Michael Woo, Planning Intern, Writing and Research
Jon Facchino, Design and Layout

Special Assistance

Leslie Merrill, former Director, San Mateo County Historical Museum
Wood Young, Historian, Solano County Historical Society
Albert Schadel, Curator, Santa Cruz County Museum
Staff of the Solano County Free Library
R. Paul Hampson, County Archeologist, Del Norte County
Prof. Kim Spurgeon, Coordinator, Historic American Building Survey, San Mateo County
Rodney M. Rulofson, Resident Curator, Pena Adobe Museum
Him Mark Lai, Director, Chinese Historical Society of America
Michael Garabedian, Dixon
Michael J. Day, Administrative Aide, City of Suisun City

TABLE OF CONTENTS

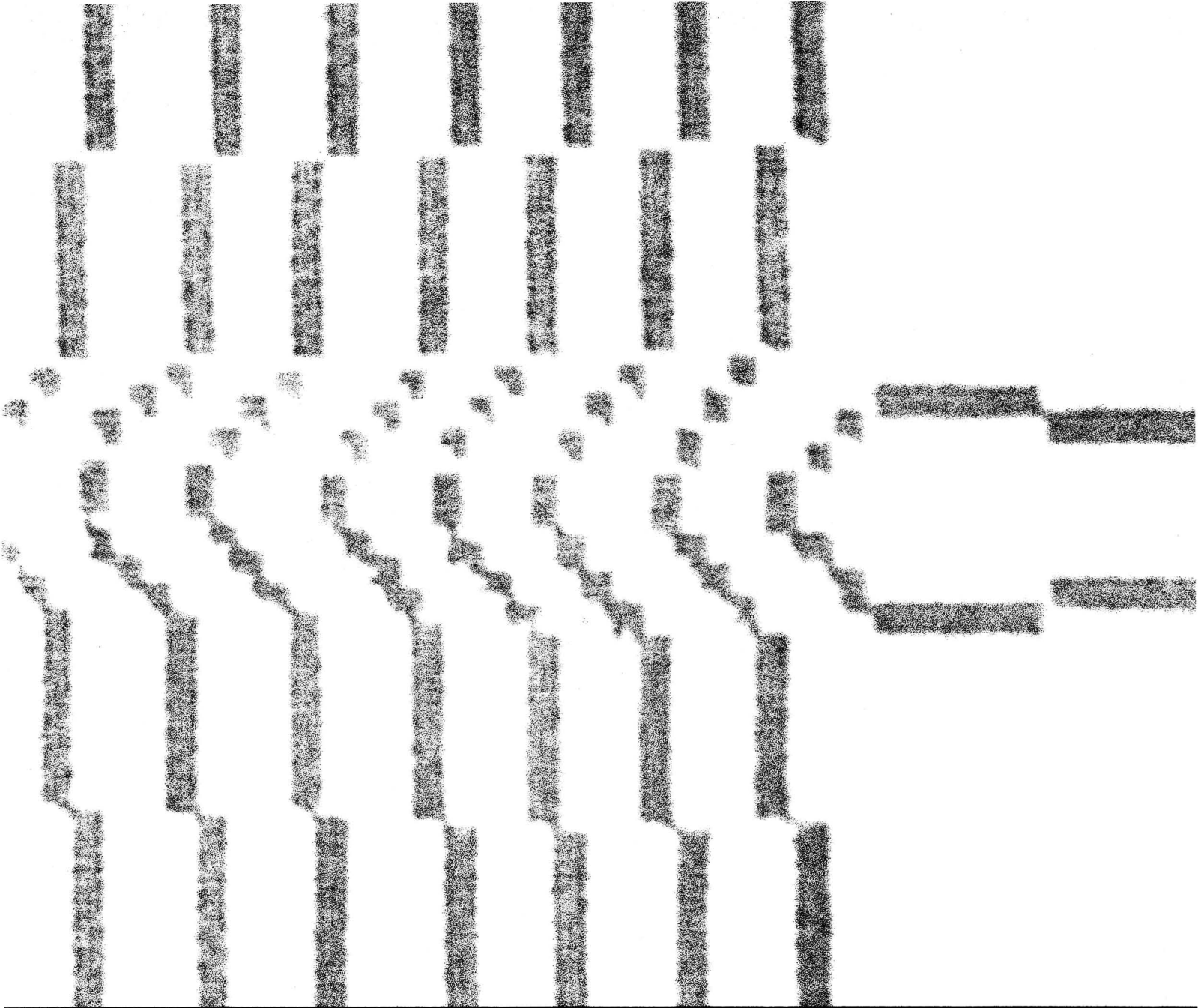
	PAGE
AN INTRODUCTION TO HISTORIC PRESERVATION	9
Some Drawbacks	14
Salvaging the Past	14
Some Assumptions	15
What Our Neighbors Are Doing	16
The Legal Basis	16
Preserving the Future	17
MAJOR FEATURES OF THE PROGRAM	19
WHO WE ARE: A BRIEF ACCOUNT OF LOCAL HISTORY	23
The Indian Presence	25
After the Gold Rush	28
Suisun City Formed	28
Fairfield Next	29
The Next Gold Rush	30
Growth and Prosperity	31
PIECES OF HISTORY: SOME LOCAL HISTORIC SITES	35
Algonquin Petroglyphs	39
Broadway Street Bungalows	39
Goosen Mansion	39
Waterman House	39
Jones House	40
K. I. Jones House	40
Martin House	40

TABLE OF CONTENTS

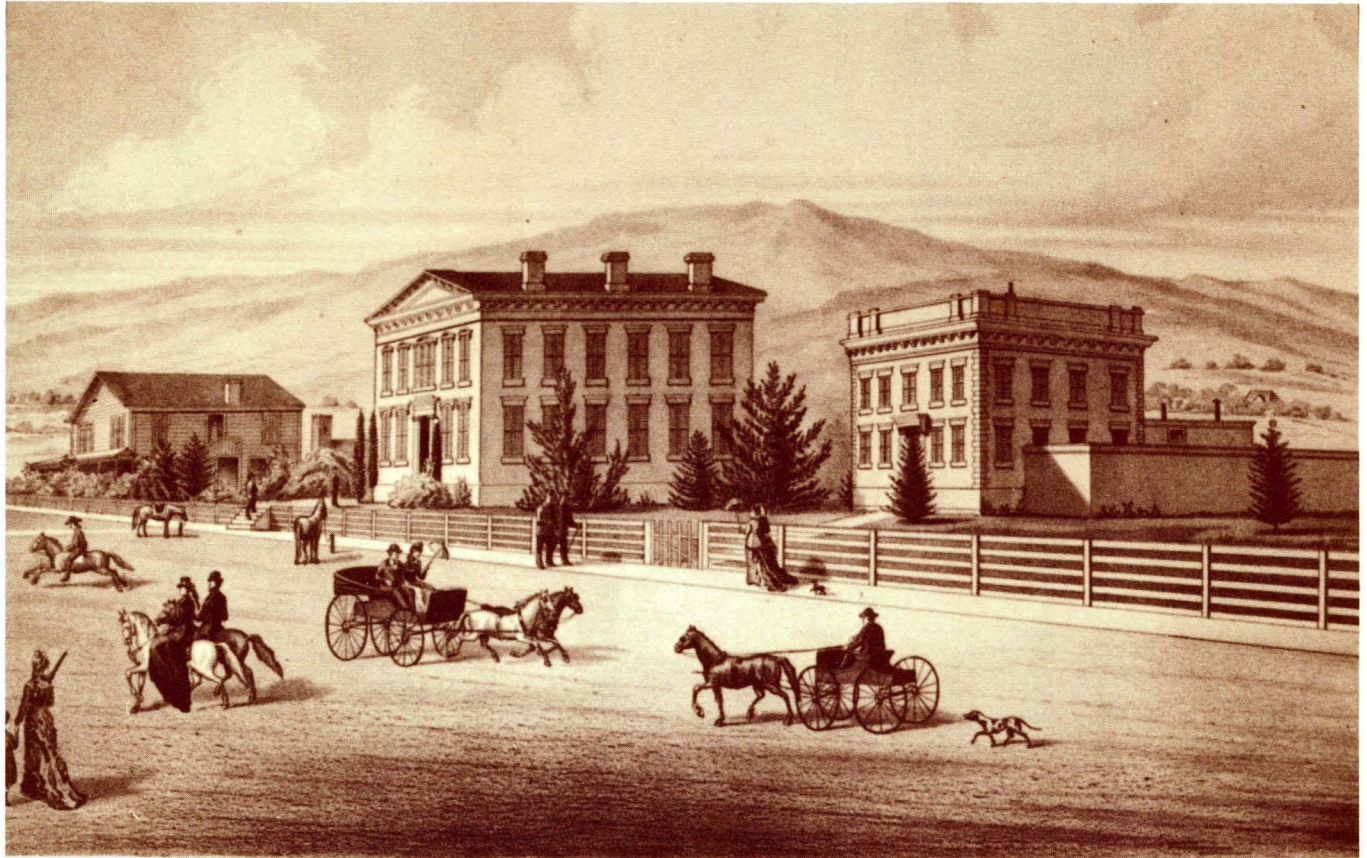
Rockville Stone Chapel and Cemetary	40
Lodge No. 55, Free and Accepted Masons	41
Church of God	41
Vallejo/Jones House	41
Baldwin Stone Barn	42
Dingley Flour Mill	42
Goodman House	42
Solano County Courthouse	42
Indian Burial Grounds and Ceremonial Sites	43
Thompson's Corner	43
Gomer School	43
First Church of Christian Science	43
ALTERNATIVES AND RECOMMENDATIONS	47
Summary of Recommendations	50
No. 1: A Fairfield-Suisun Historical Society	51
No. 2: Uniform Historic Preservation Policies	51
No. 3: Historic Preservation Commission	52
No. 4: An Historical Museum in Fairfield	54
No. 5: Historic Sites Inventory	57
No. 6: U.S. Historic American Buildings Survey	59
No. 7: Archeological Sites Inventory	61
No. 8: An Archeological Protection Ordinance	62
No. 9: Facade Easements	63

TABLE OF CONTENTS

No. 10: Sites for Federal or State Designation	63
No. 11: Tax Incentives for Restored Buildings	64
No. 12: Historic District Zoning	64
No. 13: Development Rights Transfers	65
No. 14: Fire and Building Codes	66
No. 15: Revolving Fund for Restoring Old Buildings	67
No. 16: "A Tree Ordinance"	68
No. 17: Bicentennial Celebration Activities	69
No. 18: Liaison with Schools, Library and Park Systems	70
No. 19: Writing of a Local History	71
APPENDIX	75
Bibliography	77
Preliminary Inventory of Historic Sites	83
Summary of State and Federal Policies	93



AN INTRODUCTION TO HISTORIC PRESERVATION



Fairfield is a pretty little town of considerable promise, and possessing, as it does, the county buildings, there is considerable bustle to be observed during the sessions of the different courts.

Its houses, for the most part, are enclosed by neat fences and well kept gardens, vineyards and orchards while the streets are wide, though not much worn by traffic.

J.P. Munro Fraser, 1879



Solano Court House, 1975

Photo: Michael Coleman

Is Fairfield still a "pretty little town?" If not, why not—and what difference does it make?

The county buildings are still here, but that fact alone does not account for the recent surge of population in the Fairfield area. The streets are still wide, but the volume of traffic has increased dramatically. And instead of riding in carriages drawn by horses, we now come to town in petroleum-powered horseless carriages.

Mobility is the key word: newer businesses such as filling stations and franchised "fast-food" restaurants are beginning to monopolize our major street intersections. And although many of the vineyards and orchards which flourished visibly in 1879 still blanket the area, pressures for new development threaten to transform the nearby valleys into more of the tract-home suburbs spreading across the face of California.

"New" doesn't necessarily mean bad, and "old" doesn't necessarily mean good. People have a right to live where they want in the kinds of homes they want.

But this situation can lead to certain problems. Traditionally, Americans have created their communities in one of two ways: either we leave our established settlements and go out into the virgin wilderness to make a new home; or else we stay in our present settlements and demolish the older parts, like erasing chalk from a blackboard, in order to clear space for the new.



Armijo Auditorium

Photo: Michael Coleman

SOME DRAWBACKS

Unfortunately, there are major long-range drawbacks to both of these approaches. The first approach presumes that there is a limitless supply of land available for development. For a long time in the eastern parts of the country, and more recently in California, people have come to realize that unlimited development inevitably encroaches upon agricultural and wilderness lands which are valuable and increasingly rare in their present condition.

The main problem with the second approach is that it often makes inefficient use of existing resources. For example, older buildings, street patterns, and whole neighborhoods are removed even though they are still capable of serving their original function well. Or if not the original function, they can be renovated to serve new functions.

In addition, there can be a certain charm about the older parts of communities which is difficult and perhaps impossible for contemporary designers and builders to match. In a recent article on modern architecture, the critic Peter Blake has pointed out that most of the best-known living architects do not live in houses which they have designed themselves; instead, oddly, they seem to prefer to live in houses built by other architects in earlier periods.

What is true about the housing preferences of modern architects may also be true of a significant portion of the whole population. Certainly, we have all heard the familiar condescending words used to describe so many new homes, apartments and offices: cold, plastic, sterile, impersonal, inhuman, cardboard shoebox, anonymous . . . and so on. Preservation of older, essential features of the community can provide time-tested standards of excellence, something to compare with the blandness and mediocrity of so much modern architecture and civic design.

Both of the above-mentioned approaches to community building make the mistake of ignoring community history—the first, by leaving the heritage of the older established community behind and forgotten; the second, by demolishing the past and paving over it. In so doing, a certain human element and perspective is lost to the community.

SALVAGING THE PAST

Increasingly, however, people want to know more about their community's past and want to do something to save what's left of it. The activity of salvaging the past is called historic preservation.

Although strangers (and even some Fairfield residents) believe that there are few traces of history in this area which warrant preservation, there have been at least two important proposals here in the last few years for preservation of historic structures.

One case involved the Suisun Valley home of Captain Robert H. Waterman, who founded Fairfield in 1856. With the concurrence of the Fairfield Planning Commission, it was proposed to the Fairfield Recreation Commission that the City purchase the Waterman House and some of the adjacent land. It was argued that, given the land's location in the midst of what is to become a major residential subdivision, there would be significant demand for recreation space in the neighborhood. Furthermore, Waterman's historical importance to the city scarcely needed to be demonstrated: the house site would be a logical choice for use as an historical museum or center.

But last April, the Recreation Commissioners rejected the proposal and there was no resulting ground-swell of community opinion to sway their decision the other way. Present plans call for the Waterman House to be redeveloped privately as either a supper club or a racquet club.

The other proposal is more controversial. Citizens have formed a committee to prevent demolition of the old Armijo High School Auditorium in Fairfield. Many local civic leaders in the community have come out in favor of restoring the old auditorium, which was boarded up six years ago. Sizeable donations to this end have already been raised. But, on the other hand, influential voices have also been raised in opposition; they assert that the acoustic, architectural and historical merits of the present auditorium do not justify the projected costs of restoration (estimated to run between \$800,000 and \$1,000,000).

It is not the purpose of this report to take sides in this disagreement, which still seems far from resolution. But it is encouraging to note that, in Fairfield, historic preservation can become a real community issue.

The high school auditorium controversy raises some problems which probably relate to most preservation ventures. First of all, we need to find some way to define "historical landmark" aside from the mere fact of age. Assuming that not all old buildings or sites are equally deserving of preservation for the future, and given the political reality that public funds for preservation are scarce, what criteria should be used to distinguish between a genuine landmark and an old "white elephant"?

Beyond that level, we need to know what practical alternatives are available to citizens and government once it is decided that some sort of action for preservation is warranted. These problems will be considered in greater detail in the program that follows.

SOME ASSUMPTIONS

It may be useful at this point to examine three major assumptions about the financial and legal implications of local government action for historic preservation. Since there has been no general drive for preservation in the Fairfield area, we cannot cite any local examples, but it may be helpful to examine precedents in other cities.

One popular assumption which is especially common among property owners, developers, real estate agents and others involved in the construction industry, is that one inevitably loses money by going the preservation route. Or if one does not actually lose money, according to this

assumption, then at least one makes less of a profit by preserving an historic site than by replacing it or covering it with a new development.

This assumption is highly questionable. Given the diversity of historic resources and preservation methods available from community to community, it is virtually impossible to arrive at a single conclusion about the profitability of historic preservation. So much depends on variable factors such as the community's predisposition, the present status of the historical material, and the luck and resourcefulness of the preservationist.

It would be just as easy to conclude that historic preservation enhances a site's value as it would be to dismiss preservation as a financially irresponsible boondoggle. Sometimes renovation can dramatically boost the value of land—boost it far beyond the normal rate of increase over the course of time. For example, let us contrast two residential blocks of East Grace Street in Richmond, Virginia. On the block with *no* restored buildings, the aggregate assessed value of a house increased by 30% in five years, from \$44,280 in 1958 to \$52,000 in 1963.

However, two blocks away on the same street was a residential block with a total of seven homes renovated (by private effort) during the five-year period. On this block, the aggregate assessed value of a house increased from \$41,010 in 1958 to \$96,000 in 1963—an increase of 136%, five times the increase on the block of unrenovated homes two blocks away.

A similar degree of success through preservation cannot be promised in the Fairfield area, but the above figures should show that one does not necessarily lose money by preserving rather than demolishing and redeveloping.

Another questionable assumption is that historic preservation is most appropriate in big cities. Many people from this area are probably familiar with triumphs of preservation such as Jackson Square, the Cannery, and Ghirardelli Square in San Francisco; but they are not aware of the preservation projects—smaller in scale, perhaps, but just as admirable—which are going on in California and across the country.



Vintage 1870 — Yountville Courtesy: Don Schmitt

WHAT OUR NEIGHBORS ARE DOING

For example, Yountville is a small town in Napa County which few people would normally visit. But by renovating their old Gold Rush period buildings, the town reclaimed some measure of its past and became more attractive not only to itself, but also to the large numbers of tourists from the Bay Area who go out of their way to crowd the little town on weekends.

The features of Santa Cruz have traditionally drawn hordes of tourists to the coastal town; but until recently little attention had been given to the town's old houses, many of which date back to the Victorian period. In addition to the houses in the residential section, downtown Santa Cruz has undergone a tremendous transformation in the last five or six years. The two-way main street was narrowed into a pedestrian mall with two curving lanes of one-way traffic; trees were planted along the sidewalks, which were widened; and a private developer bought and restored the old brick county building, turning it into a collection of small, interesting shops which has since become the gem of the downtown area. Needless to say, the beaches are no longer the only reason why people go to Santa Cruz.

It is not necessary to look so far away for examples. Our neighbors in Solano County—Benicia, Vallejo and Vacaville—have all managed to preserve some historic structures through various combinations of public and private effort. Of these three cities, Vallejo seems to have done the most: the city has already enacted an ordinance creating an architectural heritage “district” and an official commission to implement the city’s historic preservation goals.

The above-mentioned cities are only a few of the many smaller towns and cities throughout California which have either just entered the process of designing a city preservation program or have just formalized such a program.

THE LEGAL BASIS

A third assumption involves the legal basis for government intervention in historic preservation efforts. This assumption states that the government’s authority to restrict a property owner’s use of his own land is limited, insofar as historic preservation is concerned. According to this view, historic preservation lacks legal weight as a certified public good; the private interest of property thus takes precedence over the alleged public interest of historic preservation.

It should not be too difficult to imagine a situation wherein the public interest comes into conflict with the private interest. Suppose that the owner of a piece of property—potentially an historic landmark property—decides to alter the property in such a way that its historic value is diminished or completely wasted. Does the property owner in this case always have the unlimited right to do whatever he wants to his own property? Does the public have any authority over the private property owner to protect the public interest in the landmark?

The notion that the private interest must defer to the public interest is well-established in our legal system. However, the question remains as to whether historic preservation qualifies as a legitimate public interest. To judge from recent legislation, there is both a Federal and a State commitment to the idea that government support for historic preservation is authorized by the “public trust” theory of land-use law, which states that there are some public rights in land which take supremacy over private rights. (See Appendix for a summary of State and Federal laws pertaining to historic preservation.)



Goosen Hardware Store (interior), 1914

Courtesy: H. G. Richardson

PRESERVING THE FUTURE

There is ample evidence of a trend in the nation's cities and towns towards greater interest in historic preservation, nostalgia and "old things" generally. Nostalgia is currently a popular item, but it shouldn't necessarily serve as a serious guide to city policy. We need a balanced approach to historic preservation, one which recognizes the stability and continuity which a sense of history can contribute to a community.

On the other hand, we should be wary of the premise that life in these parts has "always" proceeded in a certain way and always will; therefore, we need an approach which concedes the inevitability of change through time.

Ultimately, a successful historic preservation program should teach. It should teach that a community's history is being made and remade all the time, and, furthermore, that people can have some impact on their community's history and development. This is perhaps its most important lesson: historic preservation is not only preservation of the past—it is also a way of preserving the future. It preserves the community's future by creating citizen enthusiasm and popular interest in the community's past; it creates a recognizable identity for the community, a source of common pride, which carries over from past to present.

People who become excited about the community's past may also want to participate in efforts to plan the community's future—that is our hope in proposing this program.

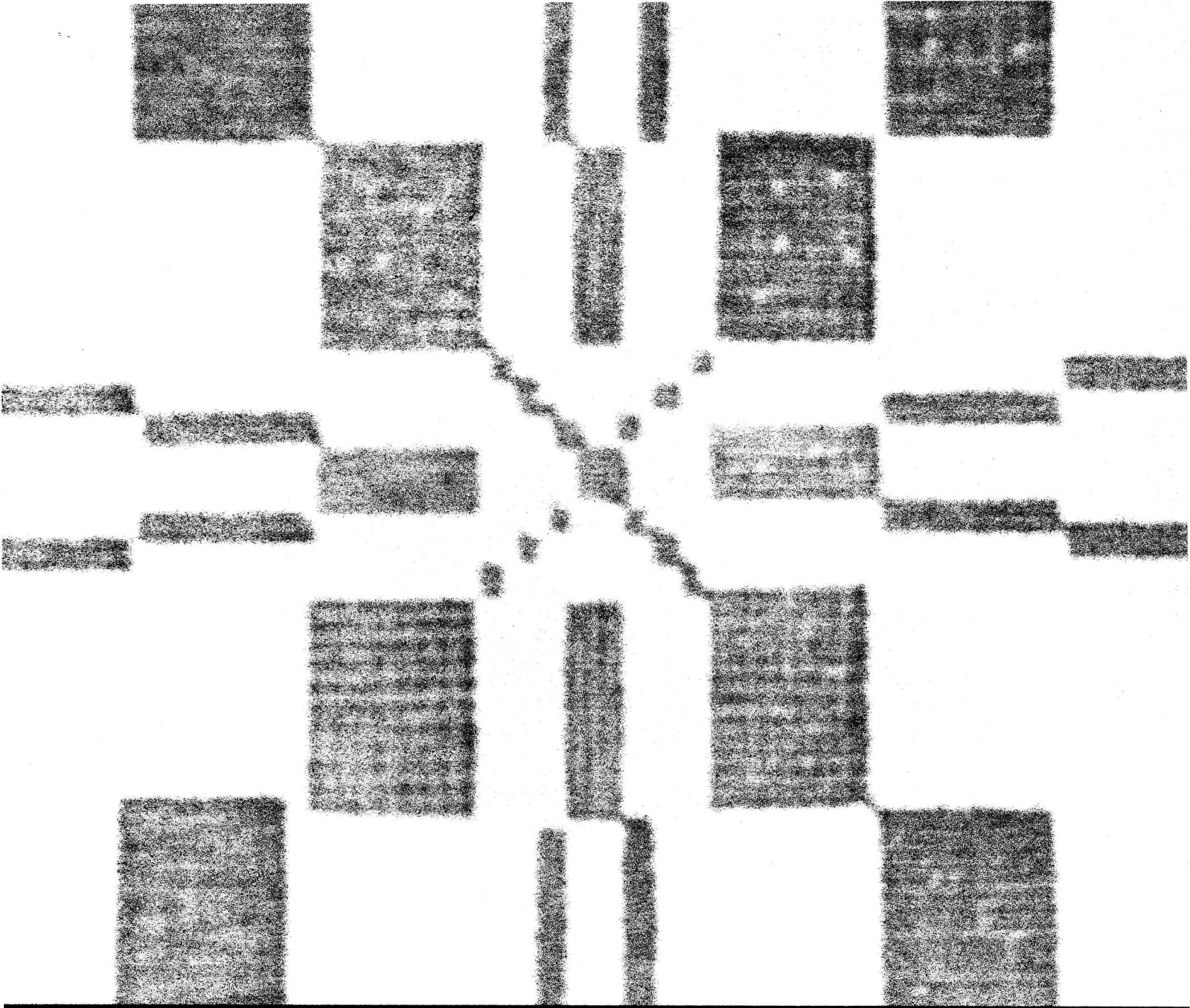
This report is concerned with the status of historic sites and places located in the Central Solano County Planning Area, which includes generally the communities of Fairfield, Suisun City, Green Valley, Suisun Valley, Rockville and Cordelia. When we use terms in this report such as "the Fairfield area," "the planning area" or "the area" we are actually referring collectively to all of these communities in central Solano County.

This report is submitted to the Fairfield City Planning Commission to implement recommendations of the Open Space Plan and Conservation Element of the Central Solano County General Plan.

In addition to making an argument for the potential value of historic preservation to this community, this report will briefly outline the historical heritage of the area, and describe some of the historic sites and places which need public protection. Furthermore, we will identify alternative courses of action for preservation and make some recommendations. In the final analysis, however, it is up to the various governments and to the people to decide the importance of historic preservation to this community.

Waterman House





MAJOR FEATURES OF THE PROGRAM

THE PRIMARY OBJECTIVE

The following historic preservation program is just that. It is a program for the preservation of local things of historic value. It contains much information concerning historical objects in the planning area and what other communities are doing to preserve their local history. It recommends actions which the staff of the Fairfield Department of Environmental Affairs feels are necessary to make historical and archeological preservation in our planning area a reality.

It is not a plan. A plan for historic preservation containing adopted, official directives and policies must come from the people in the planning area and their local representatives who feel that the history of the community is a valuable, essential resource that must be understood and treasured for future generations.

The primary objective of this program is to stimulate definite community commitments that lead to an officially adopted plan for historic preservation. It was felt by the staff who prepared the program that the making of a plan for the area's historical and archeological preservation culminating in July 1976 would be a worthy endeavor for our participation in the National Bicentennial Celebration.

A VALUABLE RESOURCE

Contrary to what many think, the planning area does have a significant history. Solano County and the persons who resided here have regularly played a vital role in shaping events in the state and particularly in Northern California.

The program describes this history and some of its chief participants and finds that local history and historical objects are a valuable resource for the community and worthy of preservation.

An important finding of the program is that while the area is rich in history, little has been done locally to establish mechanisms for historical preservation. Other communities have acted, however, and a part of this program is directed to listing these communities and showing how they have worked to make successful historical preservation plans.

AN INVENTORY

With little effort, the staff was able to find 49 sites of local historical and archeological significance. There are more, but the number described in the program is representative of the planning area's rich history. The examples given are varied and include: Indian burial grounds and the home of the founder of Fairfield, Captain Waterman. In making this inventory, the program lists criteria and sources for criteria that can be employed by local groups intent on establishing an official historical inventory for the area.

TO MAKE RECOMMENDATIONS

A main function of the program is to make recommendations that can be considered by local citizens and officials committed to the formation of an historic preservation plan. Chief among the recommendations contained in the program are those calling for the establishment of a local historical society and an historic preservation commission. The historical society would be the broadly based group that provides citizen participation in, and support for, the formation and maintenance of an historic preservation plan. The historical preservation commission, on the other hand, would be an officially appointed body responsible on behalf of local legislatures to make plans and shape and administer historic preservation policies.

A LOCAL MUSEUM

One of the most exciting recommendations that the program makes is to establish a local museum. Such a place would provide not only a description of the history of the community, but would as well be a center for the study of the area's natural environment. The program suggest sites that might be utilized for a local museum and devotes some attention to describing the actions other California communities have taken to this same end.

PRESERVATION METHODS

Historic preservation doesn't just happen. One of the most important features of the program is the space it devotes to describing specifically how historic preservation goals can be achieved. A full range of preservation methods

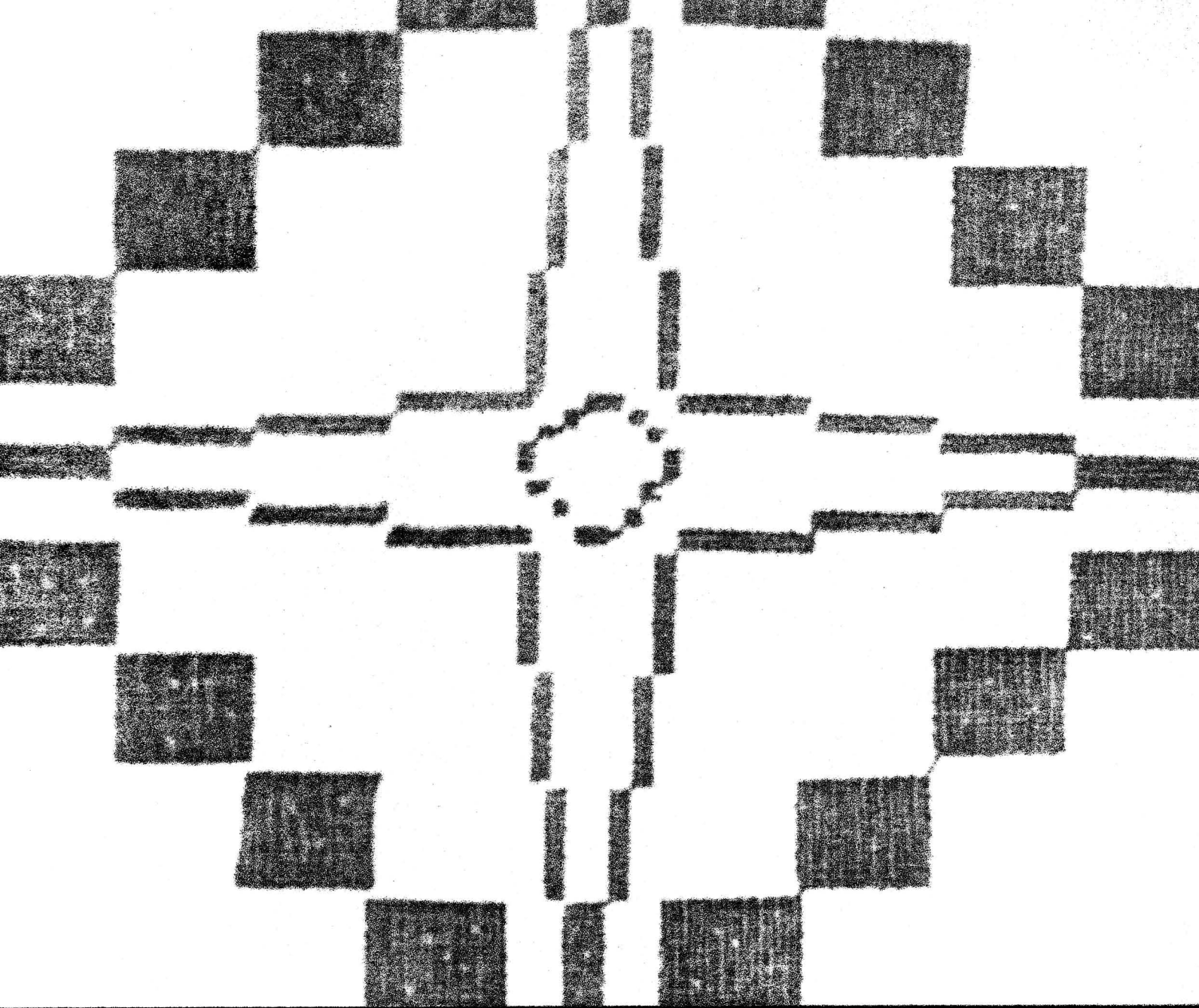
are noted in the program, for example, including tax incentives, historic district zoning, development rights transfers, revolving restoration funds and revising existing fire and building codes.

COMMISSION A LOCAL HISTORY

Solano County has contributed important pages to California history. Many of the characters, events and settings for the course of this history are a part of the Central Solano County Planning Area. A principal task of this program was to note the importance of this history and to advocate as a final recommendation that a history of the planning area community be commissioned.

We are fortunate that many of the actual descendants of those early settlers who participated in our local history still reside in this area and the program notes that it is imperative that a history be written now when the remembrances of these persons are still available to us.

The program suggests that the commissioning of a local history could be the joint responsibility of County and local historical societies, Solano College, a local historic preservation commission and the local Bicentennial Celebration Committee. It is proposed that along with the making of a local historic preservation plan, the preparation of a local history should culminate in July 1976 as an element of our National Bicentennial Celebration.



WHO WE ARE

A BRIEF ACCOUNT OF LOCAL HISTORY



Indian Village

Before deciding between alternative actions, it is essential to know something about local history; in other words, to understand where we are and who we are, what limitations and directions are inherently part of the community in which we live.

THE INDIAN PRESENCE

An important part of our heritage is the hidden history of Indian settlement in the area. Compared to the number of visible remnants of American pioneer settlement in the area, there are few tangible reminders of our Indian heritage. One thinks of the bronze statue of Chief Solano on the lawn in front of the County Library building. Even that statue, however, is not an authentic Indian artifact.

Our period in history has been called "the disposable age"—a time characterized by transiency, rapid change and quick obsolescence. But consider the lives of the Indians who roamed the Rockville and Green Valley areas. Al-

though they led lives which could easily be described as nomadic or transient according to our standards, the Indians also seemed to possess a certain kind of inner order which enabled them to feel more at peace with nature than we do.

The order in their lives was derived less from any faith in man-made, material permanence than from their sense of identity and continuity with nature. The Indians felt less isolated from nature than we do. Less concerned that we are about leaving material traces behind for posterity, the Indians were sustained by the fatalistic belief that their culture, just as cultures which succeeded them, would someday pass.

The Indians used this belief as the basis for their feeling of unity with nature, the universe and the eternal processes of life. That feeling of unity and continuity perhaps compensated for the more immediate impermanence and transiency of their lives.



Suisun Indian in 1816

Consequently, for better or worse, there are no Parthenons or other arresting monuments built by Indian hands which have survived to the present time. Because the remaining material traces of their culture are deposited below the ground's surface and because we are so dependent on material evidence to convince ourselves that there was a genuine Indian culture, we tend to discount the existence of the original native inhabitants.

The absence of highly visible evidence does not mean that the local Indians did not have a culture, however. To the contrary, as archeologists and amateur "pothunters" have discovered, there is actually quite a wealth of archeological treasure to be found in the hills and valleys near Fairfield. For example, excavations teams in Green Valley have uncovered artifacts of the Ion culture, which dates back five to six thousand years. These are some of the oldest known signs of Indian settlement in the north coast area of California.

Another factor which played a part in limiting the remains of early local Indian cultures was the destruction visited on the Indians and their settlements by early California settlers.

In 1810, Gabriel Moraga was sent by the Spanish to lead an army against the local Suisun Indians. Moraga, the first known white man in this area, came upon Indian village sites which had been continuously occupied for at least one thousand years. Rockville was one of the homes of the Suisun tribe, which itself was part of the larger Wintun tribe extending from the Carquinez Straits to Mount Shasta.

The Suisuns resisted Moraga's attack fiercely, but were forced to retreat. Realizing that the battle was lost, many Indians reportedly set fire to their own huts and many of them perished in the flames.

Seven years after Moraga's attack, Jose Sanchez was sent to lead a second attack on the Suisuns. Again, the superior Spanish weaponry forced the Suisuns to retreat.

In 1835, a new figure arrived on the scene. General Mariano Guadalupe Vallejo was ordered by the Mexican government to colonize the Suisun area as a buffer zone against the Russian presence at Fort Ross. As part of the colonization process, Vallejo found that it was necessary to further subdue the Indians who obstructed the movement of new settlers. A major battle took place near the confluence of Soscol Creek and the Napa River at which Vallejo's forces eventually overpowered several Indian tribes led by Chief Sem Yeto.

However, Vallejo was not a tyrant in victory. He became an ally with Sem Yeto, who later changed his name to Francisco Solano. Solano and Vallejo subsequently joined forces to oppose hostile tribes.

In 1837, Solano applied to the Mexican governor for a grant of land for use by his people. The approved grant, which was called Suisun Rancho, covered most of the Suisun Valley.

But this life of co-existence was not easy on the Indians. A smallpox epidemic was brought in by the Russians at Fort Ross in 1837, and it is estimated that about 70,000 Indians died in the following three years. In 1842, Solano decided to sell his grant to Vallejo for \$1,000. (Eight years later Vallejo sold the same grant to A. A. Ritchie and Captain Waterman for \$50,000.) Finally in 1850, Chief Solano and what remained of the Suisun tribe moved to the Napa area, which had not yet been disrupted by extensive colonization.



Courtesy: Solano County Library

Captain Waterman, Founder of Fairfield

AFTER THE GOLD RUSH

Vigorous colonization of the Suisun area did not begin until the early 1840's. Attracted by the fertile soil in the valleys, which seemed especially fertile in contrast to their lands in New Mexico, many Mexicans came to Solano County.

The first American settler in Solano County was John R. Wolfskill, who moved to the Rancho Rio de los Putos, south of Putah Creek, in 1842. Wolfskill, who moved here from the small American settlement in Los Angeles, became a very successful farmer specializing in fruits such as apricots, oranges, olives, figs, nuts and vines. Among his accomplishments was the first commercial production of dates in the United States.

As California became an increasingly powerful attraction to the American imagination and the numbers of East Coast migrants grew, the government in Washington began to think about the country's future in more ambitious terms. It was thought by many that the United States had a "manifest destiny" to extend its jurisdiction from the Atlantic to the Pacific. Finally, in 1846, the United States formally annexed the territory of California.

But Mexico was not quite ready to give it up. Ineffectual armed resistance by Mexican settlers broke out sporadically over the next two years. Ultimately, on February 2, 1848, the Mexican government formally ceded California to the United States.

However, the significance of this date was dwarfed by an event which took place nine days earlier. On January 24, 1848, a man discovered a gold nugget in a channel of water at John Sutter's saw mill on the American River. Although initially Sutter tried to keep the discovery a secret, it was inevitable that some word of the gold would eventually reach beyond the circle of his crew. And when the rumors began to spread, in came a great wave of migrants—brave, ambitious and driven by dreams of making a quick fortune.

Followers of this dream came across the plains in wagons or around Cape Horn in ships, with San Francisco as the port of entry. Although San Francisco lacked mining fields, that city obviously stood to benefit from its proximity to the Mother Lode; thus, in the twelve years following the discovery of gold, San Francisco's population grew from less than 1,000 to 56,000.

Many smaller towns also flourished due to the influx of hopeful miners, but Fairfield was not one of them. In fact, the City of Fairfield did not even exist at that time. Rather, Suisun City was considered the local community with real

promise, a promise based in part on the failure of the California goldfields to make everybody rich.

Not all of the miners were equally successful. Gradually discouraged by the poor return on their labors, many of them decided to stay on in California rather than return home as admitted failures. Many turned to farming, an occupation which they had forsaken when they left their homes for the Mother Lode.

SUISUN CITY FORMED

Located conveniently on the way to the mines, the fertile valleys of Solano County undoubtedly attracted the attention of the ex-farmers enroute from San Francisco to the mining country. It occurred to Captain Josiah Wing that a location with access to Suisun Marsh would also have access to San Francisco Bay. Thus it seemed to Wing that the Suisun area could potentially become a major regional trade and shipping center: agricultural products would come in from the rich fields of Solano and Napa Counties in exchange for goods coming up the marsh from San Francisco.

In time, Wing's imagination proved accurate. Wing constructed the first building in Suisun City—a combination warehouse and hotel—in 1852, and two years later he laid out a rough plan for the town's settlement.

The town began to prosper. In addition to agriculture, there were a number of non-agricultural products from the area being shipped through Suisun City. One of these was the stone mined from the quarries in the hills around Suisun: the stone was cut into cobblestones, transported down the marsh, and laid into the pavements of San Francisco streets.

By 1855, there were enough settlers in the area to sustain a regular series of camp meetings, featuring baptisms and other ceremonies. In 1856, money was raised to pay for construction of the area's first church, the Rockville Stone Chapel, which was made of stone quarried from the nearby hills.



4th of July Parade on Union Avenue from Suisun City to Fairfield, 1906

Courtesy: Elaine Smith

FAIRFIELD NEXT

The date 1856 also marks the year in which Captain Robert H. Waterman laid out the townsite of Fairfield. A clipper ship captain from Connecticut who had sailed around the world five times, Waterman decided to settle down in Suisun Valley with his wife, Cordelia, for whom the town of Cordelia was named. In 1850 he had purchased a one-third interest in A. A. Ritchie's Suisun Rancho property for \$16,000. (The property had previously been part of land grants owned by Chief Solano and General Vallejo.)

Ritchie died two years later, leaving the entire property to Waterman. Suisun City was a thriving little town at that time, but the fact of its success only served to convince Waterman that there was even greater potential for growth nearby.

In 1858, two years after laying out the town of Fairfield (which he had named after his home town in Connecticut), Waterman made an unusual offer to the county government. If a proposal to move the county seat from Benicia to Fairfield were placed on the ballot and ratified by the county voters, Waterman said, then he would donate sixteen acres of land to the County, at the corner of Texas and Union Streets, for new County buildings. In addition,

Waterman promised four adjacent blocks for the town of Fairfield and his personal bond of \$10,000.

Results of the election for county seat held that November were:

Fairfield	1,029
Benicia	625
Vallejo	10

It has been alleged, in some accounts, that most of Vallejo's votes went to Fairfield in order to spite Benicia, which had "stolen" the State Capital from Vallejo in 1853.

The construction of new county buildings in Fairfield was not started until 1860; in that year, a brick courthouse and jail was erected for \$15,400. The present granite block courthouse which replaced the older structure was built in 1911 at a cost of \$291,000.

Even at the turn of the century, Fairfield consisted of little more than the county buildings: storefronts in a short strip along Texas Street and some modest homes on the streets nearby. Although it had been the county seat for over forty years, Fairfield did not become formally incorporated as a city until 1903. Suisun City, on the other hand, was incorporated in 1868 and remained the dominant trade and commerce center of the area until the time of the Great Depression.

THE NEXT GOLD RUSH

The nature of this community is changing; and the changes which are coming will require some tough decisions from the people who live here about the kind of community they want.

In the past, this area has received public recognition principally for three reasons. First of all, the fact that Fairfield is the county seat has undoubtedly drawn a significant number of people here who would not otherwise visit or live in Fairfield.

Second, there is the agricultural importance of the valley and the scenic beauty of the nearby hills. It might be said of these natural resources that they are also historical resources: obviously, the hills and the valley have had an immense, though silent, impact on local history by setting the physical, geographical parameters of what people could do at a certain place. The fact that something is natural in origin and not man-made does not necessarily reduce its historic value.

Third, there is the function of the Fairfield area as a link in a regional transportation network. Although Fairfield and Suisun City are not exactly household words outside of Solano County, there is continual recognition of these cities as names on highway signs. They are names which a traveler would notice enroute from the Bay Area to Sacramento or Reno.

As early as 1839, it became evident that this area could become a convenient crossroads for travelers and traders. In that year, a horse and pack mule route passing through Dug Road Canyon in Green Valley was established to link Captain Sutter's New Helvetia and General Vallejo's Pueblo de Sonoma. The same route was also used to conduct clandestine trade between Captain Sutter and the Russian settlement at Fort Ross.

In addition to trade routes, there were regular routes crossing through the area carrying mail and passengers. A stage coach route through Cordelia, Rockville and Fairfield was established in 1848, and it was reported that a Pony Express rider passed through Suisun and Cordelia in 1860.

Then came the dominance of the railroad. For people living in the Fairfield area in the 1860's, it was not an unusual experience to see a locomotive passing through the valleys. Suisun City was one of the last stops on the line to Benicia. Nevertheless, an exciting wave of anticipation reportedly swept this community in 1869 when the famous golden spike was driven into the rail at Promontory, Utah: at that moment, the Southern Pacific depot in Suisun City

became "directly" connected with New York City via the transcontinental railroad. After the wrenching experience of the Civil War, which divided public sympathies in this community as deeply as in any other noncombat area in the country, the golden spike provided a powerful symbol of national unification. It also aroused a certain degree of local pride, provoking residents of the area to believe that Suisun City had finally "made the big time."

Time, however, proved this to be an illusion. As Suisun Marsh gradually declined in importance as a shipping route, the prosperity of the attached town was also affected.

Simultaneously, Fairfield's fortunes gradually improved. The city was incorporated in 1903. Texas Street, in the downtown area, was also the route of State Highway 40, predecessor of the present Interstate Highway 80 between Sacramento and the Bay Area: the additional traffic thus generated greater demand for space in the vicinity of Texas Street. Then, in 1942, the local economy received a big boost when the U.S. Air Force decided to locate a major installation on land to the east of Fairfield. Renamed after a brigadier general who was killed in an airplane crash at the base, Travis A.F.B. became one of the major departure points for military units heading for Vietnam combat.

A significant number of servicemen passing through Travis took a liking to this community and decided to settle here with their families at retirement or at the end of their tours of duty.



Texas Street, 1940

GROWTH AND PROSPERITY

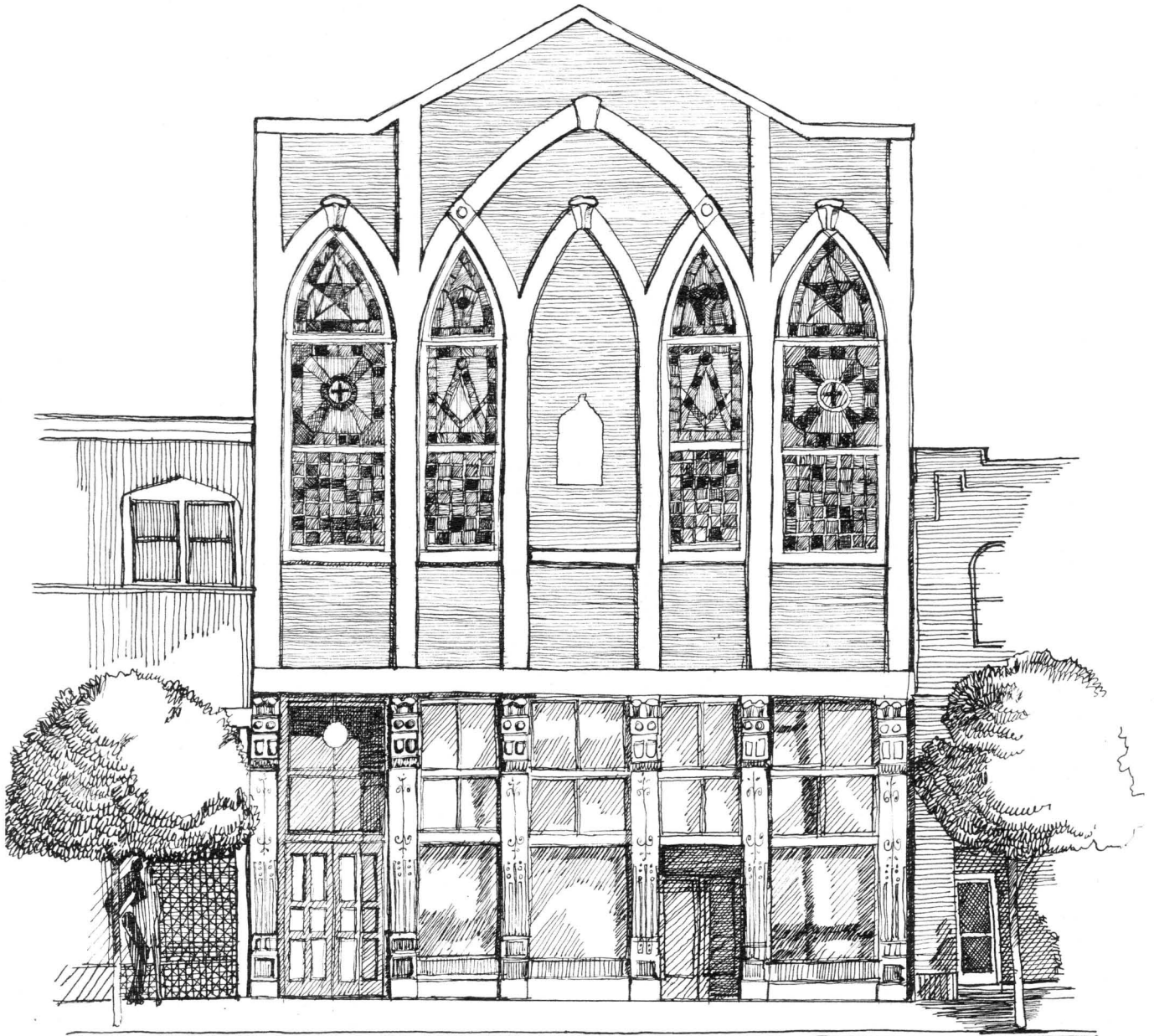
Since World War II, Fairfield has moved away from an economic dependence on Travis Air Force Base and moved towards establishing a viable commercial and industrial base. Because of its location, natural amenities, and large amounts of land available for urban expansion, local populations have increased over 10 times since 1942. It is anticipated that this area will continue to be one of the most attractive urban growth centers in the Bay Region.

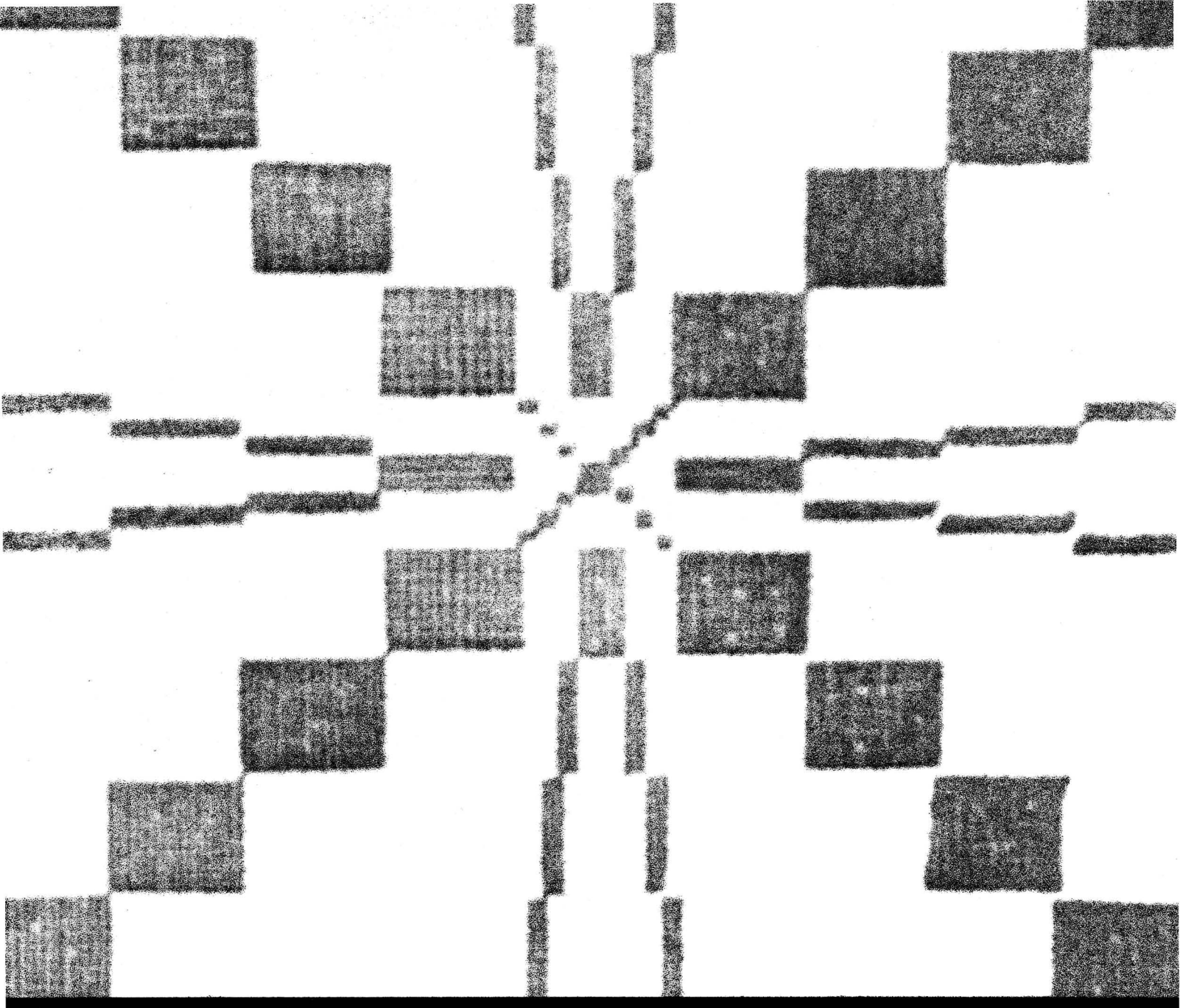
New growth may lead to a sudden increase in local prosperity, but ironically, there may also be some negative side effects. People will move here because they want to live in a certain kind of community, but the very nature of the community, the ideal qualities which draw people here, may be changed or even obliterated by the rapid influx of new people.

A community is actually a very delicate thing: easy to damage, difficult to repair. We may wish to encourage urban growth, but we must also do something to preserve the things which make this a good place to live. As we have tried to demonstrate in the past few pages, this community really does possess a heritage; in a subsequent section of this report we will describe some of the more noteworthy landmarks and sites which epitomize that heritage.

Many other rapidly growing California communities have failed to recognize the unique identity imparted by their history. Often, the objects which identified the local past were destroyed before the community would act to place value on them and preserve them for the future.

But this needn't be our fate. The important thing for this community is to do something about historic preservation now.





PIECES OF HISTORY

SOME LOCAL HISTORIC SITES

"Why should we start an historic preservation program when there isn't any history here worth preserving?" This is a common response not only from those who can barely place Fairfield and Suisun on the map, but also from long-time residents of the planning area.

The fact is that this area has played an integral part in the history of Northern California: we would be able to see that history really *has* taken place here if only we were able to visualize the tangible pieces of evidence scattered through this area.

Not every old house is necessarily historic or noteworthy or worth saving. But the problem of deciding which sites are of genuine historical value raises the question of *criteria*: what standards can be agreed upon as a basis for evaluating and comparing a prospective landmark? What makes a landmark a landmark?

Some rigorous lists of criteria for judging landmarks have been developed by the U.S. Historic American Buildings Survey, by various municipal agencies involved in preservation projects, and by other organizations concerned with preservation. For the purpose of this program, however, we have intentionally remained somewhat imprecise about our criteria for naming one site, rather than some other one, as a potential landmark.

Instead of taking the time now to produce a comprehensive list of historic sites, vigorously documented according to established criteria, it is our intention to describe some of the historic sites and materials in the area, and then to argue the case for preserving them. Once this is established, involved citizens and officials should retain a professional consultant to make inventories according to local directives.

Following are some of the general criteria applied to the sites listed in the inventory of this program (see Appendix).

- Is the site associated with the life or activities of a major historic person?
- Is the site associated with a major organization or ethnic group?
- Is the site associated with a major historic event?
- Is the site associated with an everyday activity of a bygone era?
- Is the structure distinguished by its age?
- Is the structure a unique example in the city of a particular architectural style or period?
- Is the structure an architectural curiosity or picturesque work of particular artistic merit?
- Has the integrity of the original design been retained or has it been altered?
- Is the building threatened with demolition or harmful alteration?
- Is it feasible to retain the present use of the site?
- Is the site adaptable to productive re-use?

We have intentionally left out questions about the economic feasibility of restoration and maintenance of each site. Although it may sometimes be possible for amateurs to make useful preliminary estimates of a building's condition, this kind of information is difficult to gauge precisely without some kind of professional help.

As we have indicated, the mere fact of age was not enough to qualify a site for our inventory. At the same time, however, we did require age as a partial requirement: that is to say, we arbitrarily chose forty years as a minimum age for buildings to be listed on the inventory. Otherwise, it would have been easy to include very recent works such as the new Fairfield City Hall, which is certainly a notable piece of modern civic architecture, but which would require some arrogance on the historian's part to be included on a list of genuinely "historic" sites. Buildings, like wines, should be allowed to age before judgments on them are passed.

The following is a list of highlights from a preliminary inventory of 49 historic sites compiled by the staff and published in the Appendix of this report. Most of the sites are in recognizable condition; some have been well maintained.

Algonquin Petroglyphs Suisun Valley

Algonquin Petroglyphs (painted figures carved into stone by Indians) were first discovered in the hills south of Rockville Corners; it was believed that they were merely the work of teenagers on a lark. But subsequent research by Rodney Rulofson of the Pena Adobe revealed their similarity to drawings by the Algonquin Indians of the State of Delaware.

Algonquins had served as scouts on General Fremont's early forays through California. After Rulofson checked the log of Fremont's travels for his other campsite locations, it turned out that there were similar petroglyphs at campsites near San Jose and in Nevada, thus proving that they were neither teenagers' artwork nor traceable to the local Suisun Indians.

Broadway Street Bungalows Broadway St Fairfield

At the turn of the century, there was a thriving company town of 400-500 people attached to a cement factory on Cement Hill directly north of Fairfield. At its peak, the town of Cement included a hospital, an elementary school, and electric railway and a summer resort hotel.

But in 1927, the Pacific Portland Cement Company closed down. The old processing plants were left behind to rot, but many of the company-built workers' bungalows, were moved to Fairfield. Many of these transplanted wood-frame bungalows are still in use as private residences today. There is a concentration of bungalows on Broadway Street—the 701-747 block of Broadway between Webster and Jefferson is a particularly well-kept example—but there are others in other parts of the city.



Photo: Ron Chan

Goosen Mansion 1010 Empire St Fairfield

Now owned by Mayor Manuel Campos, this is a large wood-shingled house painted grey with imposing white pillars facing out towards Empire Street. Also known as the Smith House, it was reportedly built around 1900 by a Dr. Bunny.

Waterman House Waterman Blvd Fairfield

Located off Mankas Corner Road. This structure is one of the most significant historical sites in the area. The Suisun Valley house was built for Robert H. Waterman, founder of Fairfield, who came here to settle in 1850 after many years as a clipper ship captain.

A housing tract is being constructed on property around the Waterman House, which is presently being used as a private residence. The developers of the property, who have spent several thousand dollars restoring the wood-frame house, plan to convert it for use as a racquet club or restaurant.



Photo: Ron Chan

Jones House Green Valley Country Club Suisun

This elegant stone house, built by Frederick Sidney Jones, Sr. in the late 1860's is now being used as a dining room and clubhouse by the Green Valley Country Club. The house is primarily identified with Jones' son, Sidney, Jr., who converted his father's ranch into a famous cherry orchard. Jones, Jr. was also a stockholder in the Pacific Portland Cement Company and a director of the Bank of Suisun. In 1889 he married Addie Chadbourne, a member of the Chadbourne family which was prominent among early Fairfield area settlers.

K.I. Jones 308 California St. Suisun City

Located across the street from Suisun City Hall, this is a large house with a wood-shingled exterior, which is rare in this area. Still being used as a private residence, the date of construction is uncertain. Jones was a well-known Solano County lawyer and community leader.

Martin House 293 Suisun Valley Rd Suisun

The house, presently in use as a private residence, was built in 1861 for Samuel Martin, a farmer from Pennsylvania. It was restored around 1929 by the grandson of the San Francisco stone mason who originally built the house.

The house was constructed from stone cut from the local quarries. In style it resembles an English manor house, with gables and a peaked roof, projecting eaves and deep window sills. The original Martin estate totaled 11,000 acres.

Rockville Stone Chapel & Cemetary Suisun Valley Road

The chapel has been designated as State Historical Monument No. 779.

Designed by Joel Price and George Whitely, local stone masons, the chapel was built in 1856 out of stone cut from local quarries. It was the first church in the area.

While the Civil War had influenced the South and the East, the slavery issue had also become a major source of conflict in the Fairfield area. At the Christmas services held at the chapel in 1863, northerners predominated and sang "Battle Cry of Freedom" and "Glory to the Republic." The southerners retaliated by placing a plaque over the chapel entrance which read: "Methodist Episcopal Church South 1856." In response, the northerners left and started their own Methodist Episcopal Church in Fairfield. (Probably the building presently occupied by the Church of God on Empire Street).

Sunday attendance at the stone chapel gradually dropped off; the last resident pastor left in 1895. In 1940, workers from the WPA camp in Benicia started to restore the building. The chapel is now maintained by the County, which occasionally rents it out for weddings, special religious services, and other events.

Lodge No. 55 623 Main St Suisun City

This red brick building is said to be one of the few Masonic lodges in Northern California which was built expressly for use as a lodge. Date uncertain; late 1800's. (Most lodges were apparently converted from some other use.) Many leading Suisun citizens were once members. There are stained glass windows visible on the second floor, which is now used for storage. The bottom floor is occupied by the Suisun Bargain Place, which sells used furniture and other merchandise.

Church of God 928 Empire St. Fairfield

Formerly a Methodist Church, this wood-frame building is of indeterminate age. Three dates without explanation are engraved on the cornerstone. However, the church does appear on a map in the 1877 Thompson and West historical atlas of Solano County. This may have been the church founded by the Northern antislavery Methodists who left the Rockville Stone Chapel in 1863, but further evidence is needed.

Photo: Ron Chan

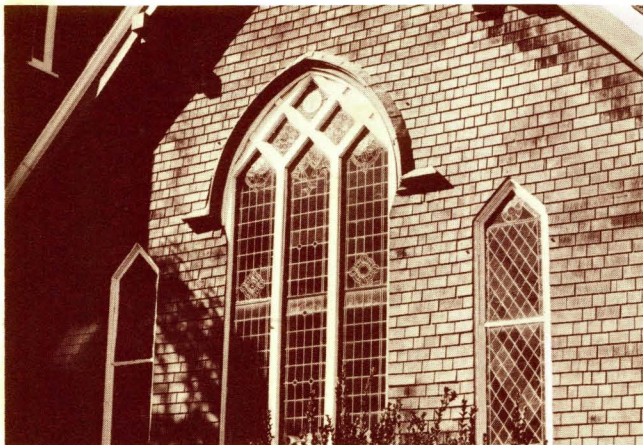


Photo: Ron Chan

Vallejo / Jones House Green Valley Road Suisun

This house may be the oldest standing building in the county; it is definitely older than the Pena Adobe (1842) in Vacaville, which was previously thought to be the oldest building. Although he himself never lived there, General Vallejo built the house some time in the 1830's as a residence for his vaqueros.

The building style of the house has been characterized as "rubblehouse" construction, "rubble" referring to the mixture of cobblestone and adobe in the walls of the front rooms of the house. A wooden frame made from lumber shipped around the Horn (due to the inaccessibility of local lumber) was added in 1847.

Frederick Sidney Jones, Sr., a winemaker, lived in the house in the 1860's before building the stone house on the property now owned by the Green Valley Country Club. A descendant of Jones presently lives in the house originally built by Vallejo.

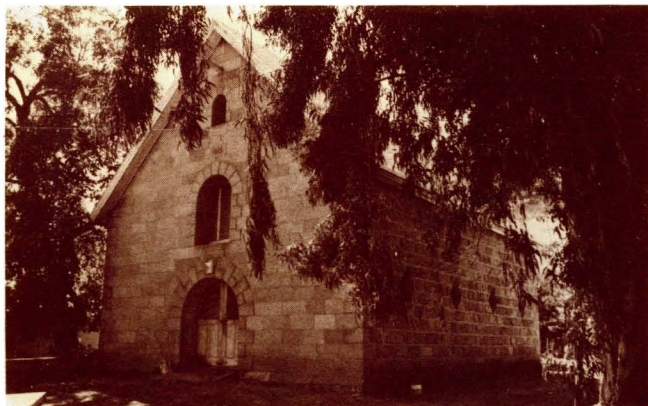


Photo: Ron Chan

Baldwin Stone Barn 4574 Suisun Valley Road Suisun

J. M. Baldwin arrived in San Francisco from New York in 1852. Baldwin first worked as a carpenter and joiner in Sacramento for two years; he subsequently became a miner in Amador County and then worked at short-term jobs in Placerville and at various places in Oregon and Nevada. In 1864, Baldwin settled into his Suisun Valley farm and built the barn out of locally quarried stone in 1865. Now owned by J. W. Robbins, the structure is listed in the *Guide to Architecture in San Francisco and Northern California*.

Dingley Flour Mill Green Valley Road Suisun

During the Civil War, a woman was killed at the mill when her skirt became tangled in the water wheel. She was slowly beaten to death; it was said that her screams grew louder at each revolution of the wheel. The woman's ghost returns from time to time and her screams may be heard on windy nights in Green Valley.

George Dingley built the mill in 1859. A fire destroyed most of the building in 1867 but the stone foundation remains.

Goodman House 304 California St Suisun City

This is another rare wood-shingle house of indeterminate age. It is still being used as a private residence. Wilbur Goodman, for whom the house was built, was the father of Burt Goodman, the present City Attorney of Fairfield. The elder Goodman notarized the deed which passed title of the old Armijo Clubhouse to Suisun City for use as a City Hall.

Solano County Courthouse Texas St Fairfield

Designed by E. C. Hemmings and W. A. Jones, the present courthouse building was constructed in 1910. The exterior consists of granite blocks, while the interior lobby is inlaid with white marble. Sited in classical manner at the end of a major boulevard so as to create a grand vista, the courthouse is visible from Suisun City's Main Street (which becomes Union Street at the boundary with Fairfield). The courthouse is listed in the *Guide to Architecture in San Francisco and Northern California*.

Photo: Ron Chan



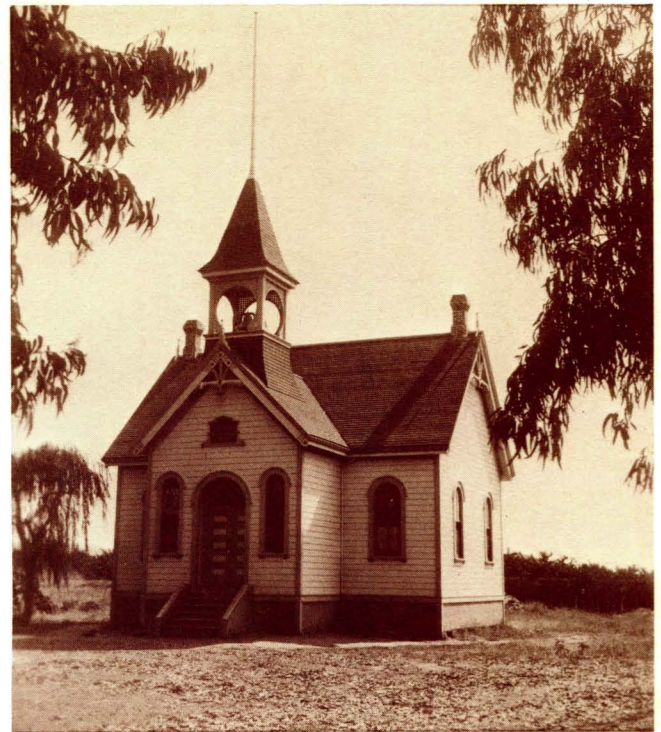
Indian Burial Grounds & Ceremonial Sites

Many of these sites have already been plundered by amateur pothunters, vandals and developers. There are unharmed sites, however, which have been positively identified by archeologists in the following general areas: Green Valley Creek near the SP tracks in Cordelia; Green Valley Creek in Green Valley; Tolenas; Montezuma Slough; Wooden Valley; Nelson Hill (formerly known as Bridgeport Hill).

Thompson's Corner Ritchie Road Cordelia

This bar (not the building, but the establishment) is the oldest bar in Solano County. The building itself a wood-frame structure, dates back to 1902. Built by Old Man Studer, the building once included a grocery store and a dance floor upstairs, but now it is just a bar. Picturesque brassieres, panties, etc. hang from the ceiling and lend a glimmer of adventure to the atmosphere in the bar. Roger Dean, the present owner, says that the place was probably once a "first-class whorehouse."

Photo: Ron Chan



Courtesy: Wood Young

Gomer School Abernathy Road Suisun

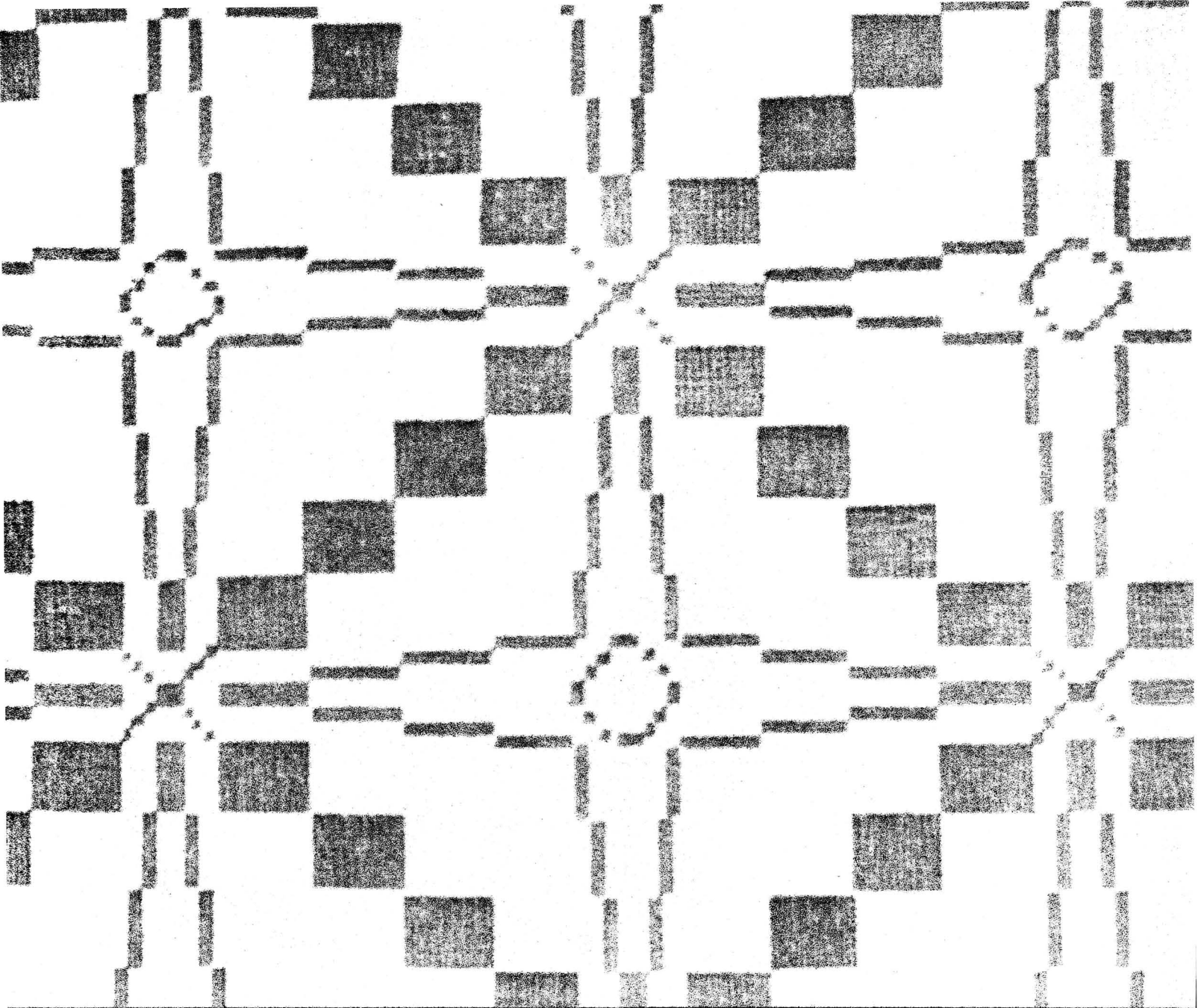
Once a public elementary school, this wood-frame building is now used as a school for the handicapped. It was built in 1900.

First Church of Christ Scientist Morgan St at Main St Suisun City

The date of this building is uncertain; but the exterior facade—wood shingles painted white, in both rectangular and fish-scale shapes—suggests that this church was probably built during the Victorian period or soon thereafter.



Rockville Stone Chapel and Cemetery



ALTERNATIVES & RECOMMENDATIONS

In the preceding sections of this report, we have introduced the general idea of historic preservation, narrated a brief history of the community, and pinpointed a few local historic sites which may deserve official landmark status.

This part of the report will present alternative courses of action and will make recommendations based on the information in the preceding sections. Not all of the following ideas are equally applicable to the situation in the Fairfield area; some may seem hardly relevant at all. Nevertheless, an exposition of the many options available will, we hope, lead to some kind of effective action before the options are foreclosed.

But before enumerating the options, it may be useful to examine the existing organizations and authorities within the planning area which could conceivably act as effective preservation mechanisms.

At the present time, Suisun City, Fairfield, and Solano County have not yet created official bodies empowered to preserve historic sites. But since the existing bodies—the Board of Supervisors, the city councils, the County and city planning commissions—tend to become absorbed in more immediate matters, there is little urgency to become involved with an old house or an Indian graveyard.

Solano County citizens interested in local history have organized themselves, but only for limited objectives. For example, local historical societies have been established in the communities of Benicia and Vallejo, but there are no such locally oriented organizations in Fairfield or Suisun. As we noted in the first part of this report, a committee has been formed in Fairfield for the purpose of renovating the old Armijo High School auditorium. This, however, is a "single-purpose" organization, with no goal beyond the auditorium. There is no indication that the organization will carry on once the auditorium issue is resolved. The auditorium controversy may serve incidentally to whet the community's appetite for local history in general, but this general goal is not the conscious primary purpose of the committee.

On the countywide level, the Solano County Historical Society claims about a hundred members from the Fairfield-Suisun area. Although the form of community support represented by the Society is absolutely essential for the success of a local preservation effort, the Society at present seems oriented more towards educational and data-gathering activities than towards the kind of public advocacy which might induce greater attention from civic authorities. Furthermore, the countywide orientation of the group tends to militate against deep Society involvement in "purely local" controversies. Fairfield and Suisun seem to have little in common with Vallejo or Benicia; there is a separate heritage here.

In summary, there is presently an organizational vacuum—both in government and among private citizen groups—on matters relating to historic preservation in the Fairfield-Suisun area. The following proposals prescribe ways to fill that vacuum and, furthermore, suggest methods by which new and existing institutions can act to implement historic preservation in this community.

SUMMARY OF RECOMMENDATIONS

1. Establish a Fairfield-Suisun Historical Society to encompass the Central Solano County planning area. (Not an official body.)
2. Adopt uniform City and County historic preservation policies.
3. Establish an official historic preservation commission for the planning area.
4. Establish an historical museum in Fairfield.
5. Conduct an historic sites inventory.
6. Apply to the U.S. Historic American Buildings Survey for a summer survey team in the Fairfield area.
7. Conduct an archeological sites inventory.
8. Enact an archeological protection ordinance.
9. Acquire facade easements.
10. Nominate local sites for Federal or State landmark designation.
11. Authorize property tax incentives for restored buildings.
12. Consider historic district zoning in Suisun City and Cordelia.
13. Consider development rights transfers.
14. Consider City participation in a revolving fund for restoring old buildings.
15. Revise fire and building codes.
16. Enact a "tree ordinance."
17. Establish liaison with local Bicentennial celebration activities.
18. Establish liaison with local public school, library, and park systems.
19. Commission the writing of a local history.

A Fairfield-Suisun Historical Society 1.

As the foregoing narrative should have established, there is definite need for a locally-based organization of action-oriented citizens committed to historic preservation in the Central Solano County planning area. Experience in other communities has shown that active support from local residents is a necessary precondition for any successful historic preservation program. Of most government initiatives it is generally true that nothing happens until there is some demand, either from citizens or from some other level of government; and this is especially true in the case of historic preservation, which tends to rank low among local public priorities.

In addition to creating a general atmosphere of support for preservation, an active local historical society could work to raise private funds for restoration, provide volun-

teer labor for historic sites inventories and community educational programs, and perhaps most significantly, lobby local government figures to commit themselves to historic preservation as a valid community goal. Private historical groups can indeed do a lot on their own, but unless they have access to substantial funds of money, it is usually necessary to enlist local government as an ally.

The initiative for creating a local historical society should rightfully come not from government, but from the citizens themselves. It should be clearly understood that this recommendation is not intended as a criticism of the existing County Historical Society; indeed, a Fairfield-Suisun area Historical Society could logically begin as a local, action-oriented derivative of the existing County group.

Uniform Historic Preservation Policies 2.

The staff recommends that, as a first official step, local and County legislative bodies be urged to adopt uniform resolutions expressing support for the general idea of historic preservation as a valid community goal and activity. Such resolutions need not go into particulars beyond a statement of the need for a coordinated approach to historic preservation in this area.

Due to the complex distribution of authority for planning in this area—which joins Fairfield, Suisun City, and the unincorporated valleys together in one “planning area”—it will be necessary to coordinate Fairfield preservation efforts with activities in Suisun City and at the County.

3.

Historic Preservation Commission

It has been argued earlier that there is a serious need for a new government mechanism to implement historic preservation in this community. The staff recommends that the local City and County legislative bodies authorize the formation of an official historic preservation commission for the planning area, consisting of representatives from Fairfield, Suisun City, and the County.

The authority of such a commission should be held separate from the authority of existing bodies such as planning or recreation commissions. These bodies are so busy with their own work that, if historic preservation were added on as a new responsibility, it would be inevitable that something would be short-changed.

Instead, to ensure that historic preservation receives adequate attention, the newly-formed historic preservation commission should be empowered to report directly to the legislative bodies which created it. There is significant precedent for this kind of relationship in historic preservation mechanisms set up in other cities. The commission should not be considered merely an appendage of a planning commission or any other existing body subordinate to the area's official legislative bodies. Furthermore, the City and County planning departments could be directed to provide an appropriate level of staff support for the new commission.

The establishment of an official historic preservation commission "independent" from other advisory groups is also important because it is a signal to the State and Federal governments (dispensaries of grants, landmark designations, and other helpful items) that this community is really serious about implementing historic preservation. The existence of a preservation commission or board is virtually a precondition for receiving grants for preservation.

With regards to the commission's area of legal authority, the staff recommends that the conventional stuff of historic preservation—old houses, churches, government buildings, and other relics of white American culture—be combined with the preservation of archeological materials, which in this area are primarily of Indian origin. This would be something unique: "history" is often perceived as something which dates from the first appearance of American settlers. But the rich heritage of American *and* Indian history in this area provides a rare opportunity to deal constructively with *both* cultures within a single preservation program.

Regarding the composition of the commission, there are several questions which need to be resolved. First of all, the size of the commission needs to be determined. San Diego's preservation commission has 15 members; San Francisco has 9; Pasadena, 7; Los Angeles, Vallejo, Napa and Yreka all have 5.

Due to the complexity of relations among governments in the planning area, the staff recommends that the size of the commission be set at either seven or nine. We have no recommendations concerning length of term of office, but we do recommend that the terms of the commissioners be staggered in time in order to provide for some continuity of experience and expertise.

Should all members of the Commission be required to be formal residents of the planning area? The staff recommends that *no* such requirements be written into the ordinance creating the Commission. We take this position because the legislative bodies may find it desirable to include among their appointments persons who possess special skills or backgrounds—an architectural historian, an archeologist, a representative of a Native American organi-

zation, for example—who are, at present, in short supply within the formal boundaries of the planning area.

This raises the question as to whether specific historic preservation “constituencies” should be identified within the authorizing ordinance. Of Yreka’s five commissioners, for example, the law stipulates that at least one must be a member of the county historical society, and another must be a “person having special knowledge and background” in nineteenth century architecture. On Napa’s proposed Landmarks Preservation Advisory Board, four of the five positions are already mandated by law: there must be one architect, one landscape architect, one historian, and “one representative from commerce and industry.”

Although the staff recognizes the usefulness of having specialists on the commission, we believe that it is better *not* to have such rigid requirements written into the law. Instead, we recommend that the law encourage the legislative bodies to consult with “interested groups”—such as the Solano County Historical Society, the American Institute of Architects, the Society for California Archeology, and Native American organizations, for example—before making appointments to the historic preservation commission.

The ordinance creating the preservation commission ought to articulate in general terms what functions the commission is expected to fulfill. In the staff’s opinion, there are two ongoing activities and one immediate project which should be articulated in the ordinance.

On an ongoing basis, the commission should conduct research and hold public hearings to investigate potential historic and archeological landmarks in the area. Preservation ordinances differ from city to city in the extent to

which they spell out the specific criteria by which a commission is to judge whether a site is or is not a landmark. We recommend that no set criteria be included in the ordinance; those decisions should be left up to the commission. After considering the merits of each site according to a standard set of criteria, the commission may recommend landmarks to the appropriate legislative body in the planning area for official designation.

The second ongoing responsibility which we recommend for the commission deals with the provision of official protection for designated landmark sites. In a subsequent recommendation we will propose a process whereby the commission is given authority to approve or disapprove permits for altering, demolishing, moving, or disturbing landmark sites; the property owner would need to receive the commission’s approval before proceeding to change the site.

We will discuss this permit review process in greater detail later. More immediately, the commission should be charged with responsibility for developing an overall historic preservation plan for the planning area. In our opinion, the making of a coordinated plan should be the first priority of the historic preservation commission.

Within this framework, the significant role to be performed by the local historical society would be to provide a continuing public response to recommendations made by the commission. More important, the historical society should be relied upon to assist the commission in the preparation and implementation of historic preservation plans.

4. An Historical Museum in Fairfield

The staff recommends the establishment of an historical museum in Fairfield at one of two sites: either in the old County Free Library building, or in a new building at Solano College.

But before considering the merits of these two sites, let us review the situation regarding museums in the county and in other parts of Northern California.

At present, there is no comprehensive museum facility located in the county. The need for such a place, however, has been publicly recognized for several years. For example, the general plan for the Central Solano County Planning Area (approved in 1967) proposed that a "science-art-civic exhibition hall" be included in plans for the Civic Center in Fairfield.

Unfortunately, no such "exhibition hall" actually made it into the formal plans for the Civic Center. As partial compensation, early designs approved for a new library building (which is to be located in the Fairfield Civic Center complex) included a small room on the second floor earmarked for "Solano County History"; but in later versions of the library plan, the need to cut costs resulted in elimination of the history room altogether. According to the architects, some space on the main library floor will be allocated for exhibits relating to county history. This is a good idea, but it clearly does not meet the need for a real museum of historical study center in the area.

Within the general vicinity of Fairfield, there are two historical facilities open to the public. In Lagoon Valley near Vacaville, the Pena Adobe (a small adobe house built by early settler Juan Pena) has been restored and designated as State Historical Landmark No. 534. The City of Vacaville subsidizes a small one-room museum adjacent to the adobe. A trip through the museum can be very educational and diverting: between 20-30,000 people visit the Pena Adobe site in a year. However, largely due to the small staff (only one man works there) and lack of space,

the scope of artifacts displayed is primarily limited to the Indian period. There is a small library of books on local history at the Pena Adobe, but there is little available space for archives or storage. In other words, the museum at the Pena Adobe is good for its limited purpose, but there is still a need for a more comprehensive facility.

The Nut Tree Restaurant has restored the Harbison House on its property back to pristine Victorian condition. Given some advance notice, a member of the restaurant staff will lead groups of visitors on a tour through the house for a small fee. It is admirable that the restaurant has done so much to make this experience available to the public, but this is still not a museum or historical study center.

Various other proposals for establishing an historical museum have cropped up from time to time. For example, the old Herbert House in Vallejo was donated to the Solano County Historical Society several years ago as an historical museum. Architectural advice and carpentry work were donated toward the goal of restoration. But the Society was not able to shoulder the exhausting and expensive burden of operating a museum for very long; eventually, the Society vacated the house and rented it to an art gallery.

In Vacaville and Vallejo, groups of citizens interested in local history have pressed forward with plans to convert their respective former City Hall buildings into museums or history centers. In 1971, the Vacaville Heritage Council proposed that the old Vacaville City Hall be used to store historical materials, but as one observer pointed out, "there's no money behind them." The idea is still in the talking stage.

In Vallejo, however, museum advocates seem to have progressed significantly toward realizing their idea. The present City Hall, which is 47 years old, will be vacated in 1976 for new quarters; it has been proposed the old structure should then be renovated for use as a museum for maritime history. So far, the idea has received strong

backing from Vallejo's mayor and other city officials, and leaders of the citizen effort to establish the museum are optimistic about raising money to pay for the conversion.

But the Vallejo museum will concentrate on maritime history, not on the general history of this county. So, even if the Vallejo museum proposal is realized, the need for a comprehensive historical museum will still exist.

The staff advocates the establishment of a museum in the Fairfield area which would give adequate treatment to all three major periods of local history: Indian, Spanish/Mexican, and American (from the Gold Rush to the establishment of Travis Air Force Base). The museum should also be devoted to explaining the past and present day natural environment and its part in shaping past, present and future communities in the planning area.

The museum should be open to the public without charge. It should be adequately staffed, and housed in a building which is both safe and accessible.

In addition to space for displays and exhibits, the museum should provide space for study, for storage of archives, and perhaps for a small library of books on local history.

The staff recommends that the museum be established either in the old County Library building or in a new building at Solano College. Let us examine these two possibilities separately. First, the Solano College site.

In 1972, the Solano County Historical Society considered an offer to set up an "exhibit center" at the college. There are several ways in which the college site would be preferable to the library site: one advantage, for example, would derive from the necessity to construct a new building. While the building itself would not be historically significant, one could at least be reassured that the museum was housed in a relatively fire-proof, earthquake-proof structure. There would be less need to worry about the artifacts of our heritage perishing in a sudden blaze, or being damaged beyond recognition in an earthquake.

Second, the college site would be easily accessible by freeway from the various parts of the county.

The college location would also be more conducive to actual college involvement in the operation of the museum. For example, museum exhibits could be coordinated with the needs of specific college classes. Perhaps students could actually participate in the design, maintenance, and presentation of an exhibit. This is one way in which the young people of this community could be introduced to the richness of local history.

One good example of college and community interests converging on the idea of an historical museum is provided in San Mateo County where the College of San Mateo provides space for the San Mateo County History Center.

The center was started twenty-seven years ago when an anthropology professor, whose students would regularly bring him locally collected archeological materials, noticed that his collection was beginning to outgrow the confines of his office at the college. In response to the professor's dilemma, the college agreed to provide some additional storage space on the campus.

But the professor continued to amass historical materials; eventually a formal "museum" evolved, with the anthropology professor as its first curator-director. When the college moved to its new campus nine years ago, the history center was provided with a spacious new exhibition gallery directly adjacent to the main college buildings, and with abundant visitor parking nearby.

At present, the history center is maintained jointly by the San Mateo County Historical Society, the County, and the College of San Mateo. The historical society is responsible for overall policies and the day-to-day operation of the museum; the college agrees to provide space and pay for utilities; and the county agrees to provide half the cost of salaries for staff members. This year, the County's share of the expenses will come to about \$25,000.

Since the history center does not charge an admission fee, it is necessary for the historical society to raise money from other sources. This is reportedly becoming increasingly difficult. Nevertheless, the history center seems to be doing well; there is a yearly average of 20,000 visitors, of which a significant proportion is comprised of local school children.

However, at the present time, Solano College finds itself limited by the same binds which strap other public colleges and universities in this state: the scarcity of money from Sacramento means that the college must limit its aspirations for new construction to short-range, immediate, project-to-project planning. Since the notion of an historical museum is probably a low-ranking item on the college's priority list, money and other forms of support must be obtained from sources outside of the college.

An alternative site, the old County Library building, has its own set of positive and negative attributes. On the positive side, it is centrally located in an attractive building, built in 1931, which features a curved tile roof and some interesting tile work on the floors. To some people, it

makes more sense to house an historical museum in a renovated old structure than in a brand new one; for them, the old library may be a good choice. The exterior of the building still is good-looking, and with two stories, there is quite a bit of floor space.

But the interior is beginning to rot away. It has been discovered that termites are eating away the second floor. The second floor is presently being used as office space, but the library has been warned not to store heavy weights there.

In addition, the cost of a comprehensive restoration job on the library building has not yet been professionally estimated, but it is safe to assume that it would be relatively expensive, possibly more expensive than building a new museum structure.

For this reason, the County has not been very eager to spend its money to restore the old library for any use. In the original 1985 Master Plan for redeveloping the County governmental center, it was recommended that the old library building be demolished and the site cleared for a new park at the corner of Texas and Union Streets.

However, during one of the Board of Supervisor's hearings on the proposed plan in 1972, a group of history-minded citizens protested the notion of demolishing the old library. They claimed that, instead, the building deserved landmark status; it might even be suitable for use as a museum, they asserted.

The supervisors responded on November 8, 1972 by deleting reference to the demolition of the old library from the County government center Master Plan. But nothing pertaining to that site was adopted in its place. The site was thus relegated to a state of official limbo.

But it is still conceivable that the supervisors may vote some time in the coming years to condemn the old library building if no further resistance or no feasible alternative is put forward by interested citizens.

In the opinion of the staff, it may be feasible to convert the old library building into a safe, attractive, and serviceable museum for local history. As an example of how this may be done, we cite the example of the Santa Cruz County Museum.

When Santa Cruz County decided to build a new complex for County offices, the supervisors were faced with the problem of deciding what to do with the old Hall of Records, a quaint octagon-shaped building made of brick, which was located just off the popular downtown mall. At first, the Supervisors were inclined to clear the site.

But when the county historical society and concerned citizens came forward with a proposal to convert the Octagon Building into a museum the supervisors agreed.

So restoration work proceeded. The County's costs were partially defrayed by a grant in the amount of \$100,000 from the U.S. Department of Housing and Urban Development for the purpose of fire-proofing the building.

Finally, in 1972, the museum opened. It operates as part of the County Parks Department with a staff of one full-time director and four work-study students from the nearby University of California campus. In this year's County budget, the museum is allocated \$26,000 to pay for exhibits, maintenance, the full salary of the director and one-third the salaries of the work-study students. (Note that the Santa Cruz allocation comes very close to the \$25,000 San Mateo allocation.)

The Santa Cruz museum seems to be doing well. According to the director of that museum, money is always a hassle—they rely very heavily on volunteer labor for certain essential museum services—but it is still very important that the local government, whether county-level or municipal, commit itself to supporting the local museum with dollars.

With adequate support from citizens (particularly county and local historical societies) and local government, it should be possible to renovate the present library building into a model historical museum. The question of County involvement remains unsettled: in both San Mateo and Santa Cruz, the county government played significant roles in establishment and maintenance of the museums. But the reaction of the Solano County supervisors has not yet been tested.

One solution may be for the County to lease the library building to a Fairfield-Suisun Historical Society for one dollar per year, or some similarly token fee. In Hanford, the site of the old Carnegie Library building was proposed for a new downtown parking lot. However, a group of citizens came forward with the alternative of converting the old library into a museum. In less than a month, after extensive review from the Hanford city staff, an agreement was signed whereby the City of Hanford agreed to lease the library building for a very modest fee to a non-profit citizens group for use as a museum.

This is just one possibility. The staff recommends that planning area legislative bodies, through an established historic preservation commission, authorize a more extensive study of this community's need for a local museum.

5.

Historic Sites Inventory

In order to develop an historic preservation plan, it is necessary to know what sites or buildings of historic significance have survived. Therefore, one of the first tasks of an historic preservation commission ought to be the compilation of an historic sites inventory which allows for local citizen participation.

As far as inventory-making is concerned, by "historic" we mean "non-archeological;" we are referring to buildings and other man-made structures which do not require the special scrutiny of archeologists or other highly trained experts in order to document their value.

Of course, even an "historic" structure under the above definition may ultimately need to be certified by an architect or historian. Archeological salvage is such a sensitive activity that it can proceed safely only under the supervision of professional archeologists. (In a subsequent recommendation, we will have more to say about archeological salvage.) But aside from archeological salvage, one of the good things about historic preservation work, as opposed to other activities related to land-use planning, is that in many cases, it is not really necessary to be an expert to participate. In fact, preservation invites participation: it needs citizen participation in order to succeed.

One way in which citizens may participate, of course, is through the local historical society which can contribute to an official inventory of historic sites and places. In a sense, this is a way in which the community can be invited to tell itself about its own history. In the course of preparing this program, we have learned that there are many people living

in this area who know a lot about local history, the old families, the early settlers, the major events which made this community what it is today. This is a precious resource. The staff believes that the local area can make good use of these memories, harness community enthusiasm about local history and encourage even greater enthusiasm by recording these memories and gathering information about local history in a public process.

Further, it is felt that a major function of a local historical society would be to marshal this enthusiasm for the ongoing inventory that must be conducted.

What we have in mind is an inventory which goes beyond the comparatively primitive one in this report. The preservation commission will need to develop a list of more specific criteria to determine what makes a landmark.

Still, the inventory-making process should not be too complicated: there are many kinds of simple information which may consume too much staff time to be acquired, but which could easily be gathered by student or adult volunteers.

With adequate help and supervision from staff, this could be a viable way to promote enthusiasm for historic preservation while simultaneously gathering information essential for the commission's deliberations. Once this "raw material" is gathered, either local government staffs or outside experts may be called in to refine it further—to use it as an indication of where to look in greater detail.

Citizen participation in historic landmark information-gathering has worked well in other communities. In San Mateo County, for example, citizen volunteer did research

on hundreds of local historic sites: the volunteers were provided with forms consisting of specific questions to be answered. After determining that a particular site may be historically significant, a volunteer would try to find out information such as:

1. Names of original and subsequent owners and occupants.
2. Detailed verbal description of the site, highlighting outstanding architectural features.
3. Small map showing site plan and general location of each place.
4. Present and past use of site.
5. Present zoning.
6. Assessed value.
7. Evaluation of present physical condition of the site, quality of maintenance, etc.
8. Identities and backgrounds of the sites, architect, builder or designer.
9. Is the structure threatened by demolition or alteration by public or private action?

Most of this information is not very specialized or difficult to obtain; some of it is based simply upon judgment or personal observation. Local governmental staffs can help by conducting workshops to teach volunteers how to find certain kinds of information, how to make general judgments about the physical soundness of a building, and so on. Furthermore, the staffs can augment volunteer work by going out and taking snapshots or drawing simple sketches of sites which volunteers have researched.

Once this data is compiled, the historic preservation commission may be able to develop a list of local landmarks arranged in order of priority. All landmarks do not deserve the same value. Given the present scarcity of resources with which to fund preservation projects, it is useful to be able to judge potential landmarks according to common standards; and thereby be able to set preservation priorities.

Other cities have fashioned more quantitative methods of arriving at a list of landmark priorities. New Orleans, for example, set up a list of criteria to be applied to each site, including historical significance, uniqueness of architectural style, compatibility with neighborhood style, present condition of the structure, and so on; and then each site was evaluated according to the criteria, "graded" along a point scale of 1 to 5. For example, a site might receive a 5 for historical significance (meaning that it was highly significant), a 3 for architectural uniqueness (not especially unique to the area), a 4 for neighborhood compatibility (very compatible with neighboring structures), and a 1 for present structural condition (terrible shape).

Using this "composite rating index," a site could be compared with another site according to its total number of points, or according to its score on a particular criterion, such as its compatibility with neighborhood style.

The staff recommends that the City investigate the availability of U.S. Department of Housing and Urban Development funds authorized by 40 U. S. C. 461. This law authorizes Federal grants to subsidize local archeological and historic sites surveys.

U.S. Historic American Buildings Survey (HABS) 6.

The staff recommends that a Central Solano County Planning Area Historic Preservation Commission—instituted by the City of Fairfield, Suisun City, and Solano County—apply to HABS for a summer survey team assigned to work in the planning area. This would be a way to implement or act upon the previous staff recommendation regarding the idea of an historic sites inventory. And the work resulting from such a survey team could provide a solid factual and material foundation for subsequent community participation for historic preservation activities.

Let us explain further.

HABS started in 1933 as a cooperative effort of the National Park Service, the American Institute of Architects, and the Library of Congress. Every summer, HABS recruits small teams of architecture students from around the country to conduct comprehensive surveys of historic sites in a number of specific communities. Working under the supervision of an architecture professor, each team produces a sheaf of detailed drawings, photographs, architectural analysis, and historical research dealing with a list of sites mutually agreed upon by the HABS staff and a local preservation group. This work is intended to be of quality high enough to warrant inclusion in the national HABS archives in Washington, D.C.

The established presence of some sort of local preservation group prior to the arrival of a HABS team is an important precondition for a summer survey. This is a role which could be played by a local historical society. In addition to coordinating between the HABS team and the community, the preservation group is responsible for raising approximately half of the total sum needed to support the team for the summer.

Although this local group need not be a formal historical society—it could be an existing community service club, a Bicentennial committee, a City recreation commission—

some local group must be willing to share expenses and responsibility for the survey team as a sign of the community's commitment to historic preservation. If an historic preservation commission and an historical society already exist in the community, this can serve as a signal to HABS that the community is fairly serious about preservation.

After a HABS team finishes its survey, there are two major benefits which may accrue to the sponsoring community. First of all, local preservation groups may use the HABS documents to produce their own booklets, exhibits, and presentations for the purpose of stimulating greater community support for preservation. Second, HABS records may be used as evidence supporting nominations of local sites for the National Register of Historic Places or a state historic landmark system. (It should be remembered that an historic landmark must be registered as either a Federal or a State landmark in order to qualify for Federal restoration grants.)

There were fourteen HABS teams working in communities across the country last summer, including one in San Mateo County.

The origins of the San Mateo County project could be traced back two years before the HABS team actually came out to the West Coast, when the Junior League of Palo Alto embarked upon a volunteer survey of historic sites in San Mateo County. Armed with index cards specifying the questions which needed to be answered about a prospective landmark, Junior League volunteers canvassed blocks all over the county in search of structures which might qualify as historic or architectural landmarks.

Clearly, this was a massive undertaking. The volunteers ultimately proposed a total of approximately one thousand, from which the two hundred most significant were separated out.

Professor David Gebhard, a noted historian of California

architecture at U.C. Santa Barbara, was then hired by the Junior League as a consultant for the purpose of narrowing the two hundred to the thirty most significant landmarks. This he did.

By this time, HABS had been contacted and had agreed to send a survey team to San Mateo County in the summer of 1974. Following the normal HABS procedure, HABS Chief John Poppeliers flew out to California to conduct a personal reconnaissance of the community to be surveyed, and subsequently reduced Gebhard's thirty to twelve sites for the team's scrutiny.

However, due to the press of time—the San Mateo County team was budgeted to work for only twelve weeks, from late May until the middle of August—the team actually completed work on eight of the twelve sites selected by Poppeliers: a railroad station, a church, a lighthouse, a bank, a school, a streetscape, an old hotel, and one private residence.

In addition to historic and architectural significance, the final sites were determined with a view to diversity and vulnerability. HABS did not want a preponderance of a particular building use or architectural style among the sites surveyed. And if it was learned that a moderately significant building was threatened by demolition, that building might be chosen for the survey over a more significant building which was *not* threatened. HABS seemed to be very self-conscious of the authority of HABS work when interjected into public controversies over the preservation of specific landmarks.

Total expenses of the San Mateo County survey team added up to about \$23,000, which is considered an average sum for a team of that size. The team consisted of four students (recruited from architecture schools outside of California), each of whom was paid at GS-4 civil service level; and one historian and one supervisor (an architecture professor from Kansas), who were paid at higher salary levels.

Most of the \$23,000 was allocated for salaries and equipment purchases. Of the total team budget, \$10,000 (or less than half) was raised by the local sponsoring organization, the Junior League of Palo Alto. Free housing was provided by Menlo College, a private four-year college in the community.

The staff believes that it is feasible to bring a HABS summer survey team to this community. But the idea raises three important questions. First, could Indian sites (non-architectural) of historic significance be included in a HABS

survey (even though the B in HABS stands for "Buildings")? The answer, according to Ms. Kim Spurgeon, supervisor of the San Mateo County project, is yes. However, the staff believes that it is questionable whether a HABS team would have sufficient expertise to deal with Indian artifacts.

What if a prospective site is historically significant but not architecturally valuable? This seems to be the case regarding a number of possible landmarks in the Fairfield area: once again it raises the problem of what criteria is to be used to define a landmark. According to Ms. Spurgeon, the problem of weighing historical value versus architectural value is not a real issue. She says that the real issue is whether a building of uncertain significance is somehow threatened, in which case HABS *would* include the building in a survey.

Finally, are there enough historic sites in the Fairfield area to warrant assignment of a HABS summer survey team? Although there may not be a thousand potential landmarks here as there are in San Mateo County, the preliminary inventory of sites appended to this report should demonstrate that there are quite a few historic places in this community. Certainly, an historic survey team would have enough to do; to believe otherwise reveals the community's lack of self-confidence.

Instead, the matter of feasibility has more to do with money than with anything else. If the community can raise between \$8,000-\$10,000 to match an allocation from HABS in Washington, then, in the staff's opinion, it would be entirely possible to bring a HABS team to Fairfield. Moreover, because most of HABS' teams have in the past been assigned to communities in the East, the agency is becoming increasingly inclined to commit more of its resources to projects in the Western states. If the money could be raised locally, then Fairfield could be a suitable location for a HABS survey.

The staff recommends that either the historic preservation commission or the Bicentennial committee of the Fairfield-Suisun Chamber of Commerce investigate the possibility of obtaining a HABS survey team for either 1976 or 1977. A related possibility would be Fairfield participation in a countywide survey by HABS. It has been reported that Benicia is contemplating an application for a HABS survey team with financial support from the Exxon Corporation, which has a major oil refinery located there. Perhaps Fairfield could collaborate with Benicia in sponsoring a HABS survey.

Archeological Sites Inventory

The staff recommends that the participating cities and the county direct the Historical Preservation Commission to conduct an inventory of archeological sites in the planning area. This is chiefly a County responsibility because most of the substantial archeological remains to be found in the planning area—Indian burial sites, ceremonial grounds, etc.—are located out in the unincorporated valley areas.

As a step toward adequate protection of archeological sites, some counties have hired a professional archeologist to join the county staff. Sometimes, as in the case of Del Norte County, the county archeologist must divide and share his time with other environment-related responsibilities, such as the preparation of environmental impact reports. In this situation, the county archeologist spends less than full time on archeological work.

This work arrangement is satisfactory if the county is not in a hurry to find out where the archeological sites are, or if there are few threats of development or vandalism which would disrupt the sites. But in the planning area of which Fairfield is a part, there is an element of urgency surrounding the issue of archeological preservation: it is an urgent issue because we know surprisingly little about what kinds of archeological materials are here, and where they are located.

Meanwhile, pressures for new development in the nearby valleys continue to grow, as does the likelihood that grounds containing valuable materials will be disturbed beyond recognition. In addition, there is the threat of amateur "pothunters" and vandals digging around in search of some genuine arrowheads.

This situation is no less serious than if people were found digging up the graves at the cemetery adjacent to the Rockville Stone Chapel. Something must be done to find

out where the archeologically valuable materials are likely to be found, at least in a general sense; and something must be done to protect those areas from disruption.

To find out where these sites are located, the staff recommends that the local cities and the County allocate funds to the historical preservation commission for a professional archeological team to survey the planning area in the summer of 1976. It is very important that this work be conducted by—or at least be directly supervised by—professional archeologists; because, compared to the preservation of historic buildings, it is much easier in archeological work for an untrained volunteer to miss important details or even to damage a site.

We recommend that the hired survey team be structured as follows: one professional archeologist, preferably affiliated with a reputable nearby university, supervising a team of graduate students or undergraduates majoring in archeology. (No citizen volunteers and no high school students.) This survey team should be charged with responsibility for preparing a "sensitivity map" of the planning area, indicating the general areas in which archeological artifacts are likely to be found—what places within the planning area would be most "sensitive" archeologically to the kinds of disruption which accompany new development.

With this kind of information available, the historical preservation commission could regulate new development or at least salvage the archeological materials before the development gets underway. Prior to initiating this recommendation, the County and cities should contact the Society for California Archeology (affiliated with the anthropology departments of U.C. Davis and San Francisco State) for an estimate of how much a "sensitivity map" survey conducted during summer months would cost.

8. An Archeological Protection Ordinance

The staff recommends that local cities and the County enact ordinances protecting the planning area's archeological resources.

The first step to be taken is for the historical preservation commission to hire a team of professional archeologists and graduate students to determine which general areas in the planning area are likely to contain archeological materials.

Next, the local cities and county should enact protective ordinances. We recommend that the following stipulation be included:

A confidential, up-to-date list detailing the specific locations of all known archeological sites in the Planning Area county should be maintained by the historical preservation commission distributed to the appropriate city and county departments authorized to grant construction permits.

No construction permits should be granted for a known archeological site before a consulting archeologist called in by the historical preservation commission has checked the site carefully. In Del Norte County, if substantial Indian middens (burial grounds) are discovered at the site, then any necessary salvage work, including excavation, must be performed at the developer's expense.

In Inyo County, the archeological preservation ordinance requires that a local Indian group be consulted closely in the course of any excavation work made necessary by new development. This could also be written into city and county ordinances. A number of organizations of Indians descended from the Suisuns and their relatives may be found between here and Sacramento.

Finally, an archeological preservation ordinance ought to specify some kind of penalty for individuals who excavate or disturb an archeological site without legal or academic sanction.

Facade Easements 9.

This is one of the oldest and safest strategies for historic preservation, having already been tried in San Francisco and many cities in the East. To acquire a facade easement to an historic structure a government or a private group either receives through donation or purchases, the "less-than-fee" title to a certain property. In other words, by paying the property owner 10-20% of the actual value of the property, a preservation group may thus impose certain restrictions upon the owner's right to alter the facade or exterior of the structure.

Usually, this is a voluntary act on the part of the property owner; it does not result from the public power of condemnation. After a period of negotiation, the public should emerge with some form of access to the landmark: guaranteed access, perhaps, in terms of simply being able to see the unchanged exterior of the structure from the street. In return for agreeing to abridge his or her own property rights, the property owner should receive some form of adequate compensation. The property owner might even be willing to donate the easement without charge as a civic

service. For some people, it might be adequate compensation to know that one is living in a certified historic landmark.

One of the major advantages of using facade easements is that it preserves the essential historic quality of a structure while placing a minimum limitation on property use. A city government, for example, would not thereby become responsible for maintaining the property as if it were the owner. It is more effective as a preservation tool than to rezone an entire area or neighborhood, because it pinpoints the specific facade to be protected like a beam of laser light. And the acquisition of facade easements is much less expensive than direct public acquisition of historic properties, while accomplishing basically the same desired results.

The staff recommends that the Historic Preservation Commission begin to investigate the feasibility of City or County acquisition (through either donation or purchase) of facade easements to selected local sites of special historical prominence.

Sites for Federal or State Designation 10.

The Federal government and the State of California operate separate programs for the registration of historic landmarks. In addition to the factor of increased prestige and recognition for the community, official designation as a landmark is a precondition for receiving a Federal grant for renovating the designated landmark. For example, under the National Historic Preservation Act of 1966, a landmark must be registered with the National Register of Historic Places (an agency in the U.S. Interior Department) in order to receive Federal aid for restoration.

Furthermore, in order to qualify a landmark property for a special lower property tax assessment, it is required by State law that the property be registered either by the Federal government or by the State Historic Landmarks Program as an official landmark.

Some sources have alleged that it is less difficult to obtain a Federal landmark designation than a State designation. We do not know whether or not this is true. The staff recommends that the historic preservation commission begin to investigate the ramifications of nominating local sites to the National Register of Historic Places and to the State Historic Landmarks Program.

11. Tax Incentives for Restored Buildings

The State of California has authorized the use of the taxing power to encourage private expenditures to pay for restoration efforts, the price of which may be otherwise prohibitive. Outlined in Government Code Section 50281 and in Revenue and Taxation Code Section 1161, and spelled out in Board of Equalization Rule No. 60 (relating to historical property contracts), the counties are authorized to assess an officially designated landmark at a lower property tax rate.

According to procedure, the special tax rate is to be agreed upon in negotiations between the County and the property owner. It is supposed to result in a contract signed voluntarily by the owner which commits the owner, over a significant period of time, to protect and maintain the property regardless of changes in ownership.

The staff recommends that the historical preservation commission investigate this alternative as a tool of historic preservation and present its findings to the local cities and the County.

12. Historic District Zoning

If there is a concentration of historic sites in a particular area of a city, the entire area may be rezoned as an "historic district." In this way, the buildings located within the district may be protected by special restrictions on facade alterations, signs, new developments, and other environmental changes which might diminish the historic nature of the district.

Many cities and local governments have employed this strategy within their boundaries. In the East, New Orleans, New York City, Charleston, and Alexandria are among the cities which have enacted historic district zoning. In California, some of the jurisdictions with historic districts are San Francisco, Santa Barbara, San Diego, Los Gatos, Vallejo, Fremont, Monterey, Santa Clara County and Yreka.

The City of Fairfield and the nearby valleys lack the spatial concentration of historic sites needed to justify implementation of historic district zoning. But a community with the planning area which might qualify is Suisun City, where there is a small cluster of old houses and other buildings around Main Street and the City Hall area.

It is our understanding that the Suisun City Council already functions as a kind of review board for proposed facade changes on older structures in Suisun City. The historic preservation commission could offer its services if Suisun City decides to investigate the possibility of formalizing this procedure by designating an official historic preservation district.

Development Rights Transfer

This is an approach which was pioneered in Chicago when it became apparent that the demand for downtown office space would result in the destruction of the city's historic skyscrapers—the first multi-story concrete-and-steel skyscrapers in the world.

Under our economic system, a property owner theoretically has much right to do whatever he wants with the property, even to the point of destroying an historic landmark sitting on the property. In situations in which it would be more profitable to demolish the landmark and erect a new structure which makes more "efficient" use of space, landmarks are frequently demolished.

This Chicago Plan would allow the property owner to exercise his right to develop his property, but it would protect landmark property by shifting or transferring the development right to another property. In other words, instead of allowing the real estate market to force destruction of a landmark, the property owner would be compensated for leaving the landmark unharmed by authorizing him to develop a nearby non-historic property to a level exceeding the density or height normally permitted by law in that area. For example, a property owner who let an old Louis Sullivan skyscraper stand—despite the promise of more lucrative profits from a modern building—might be allowed to develop a taller building or one with more marketable space than would customarily be permissible under normal downtown zoning.

What does Chicago's density problem have to do with the situation in the Fairfield area? Although the concept of development rights transfer was originated in the big cities, it may also apply to lower-density areas where development pressures are beginning to escalate.

John J. Costonis, a Chicago lawyer who helped draft the original development rights transfer proposals in that city, has described an application of the concept to a threatened landmark in the suburban fringe of Montgomery County, Maryland.

Like Solano County, Montgomery County is an area which was once predominantly rural, but it is now being engulfed by the suburbs of Baltimore and Washington. A developer wanted to build condominiums on a twenty-acre tract in Montgomery County which included the Old Locust Grove Farmhouse, a local historic landmark. In order to save the farmhouse, an agreement was reached whereby the density which would normally have been allowed the developer (measured by the amount of land made available had the farmhouse been razed) was transferred from the landmark site to condominium sites elsewhere on the tract. For his part of the agreement, the developer agreed to restore the farmhouse at his expense (\$70,000) and record a facade easement with the County.

The concept of development rights transfer, like the concept of facade easements, is an advantageous strategy because it keeps the landmark in private ownership while preserving it for public access. Thus, the city or county government would not be responsible for restoration or maintenance costs, as it would if it had purchased the landmark in the name of the public.

This is one way in which development rights transfer might be implemented, for example, in the Fairfield area:

An historic preservation commission would maintain a current inventory of historic and archeological sites. If it were determined that a particularly significant privately-owned landmark was either deteriorating from neglect or

was threatened with demolition, the commission could proceed to direct the staff to obtain appraisals of the economic consequences of restoration and maintenance. Upon receipt of these appraisals, a commission would negotiate an agreement with the property owner which might include a property tax reduction (up to 50%) and authorization to transfer the development rights unused at this site to another site. The tax reduction and the value of the additional development rights should be equal to the dollar value of the development rights forfeited at the landmark site.

Density transfers would probably be an appropriate strategy in Fairfield, in the area between the Civic Center and Texas Street, for which new commercial and multi-unit residential developments are planned.

The staff is particularly concerned with the future of the Waterman House, located out in the Fairfield Highlands subdivision in Suisun Valley, which is significant because it was the domicile built for Captain Robert H. Waterman, the founder of Fairfield. According to the developers, the Waterman House will be renovated into a supper club or racquet club. But perhaps the concept of development rights transfer can be applied in this case to preserve the Waterman House for some more public use, and to compensate the developers by awarding them greater density in another part of the subdivision.

The staff recommends that an historical preservation commission or similar body conduct a study of the applicability of development rights transfers to the Waterman House and other historic sites in the planning area.

14. Fire & Building Codes

In some communities, existing fire and building codes pose a major obstacle to renovation projects: compliance with the codes may render a dream of restoration unfeasible in economic terms.

Unfortunately, the only alternative to restoration may be to allow an otherwise serviceable building to decay. It should be possible to admit some flexibility into these local codes without significantly increasing the risk of fire, structural danger, or accident. For example, the Santa Cruz City Council has recently approved a new policy of flexibility regarding code enforcement at historic sites.

The staff recommends that an historic preservation commission give early consideration to this problem: the issue of code compliance may simply be a tangle of red tape which could easily be eliminated.

Revolving Fund for Restoring old Buildings

Revolving funds for historic preservation have worked successfully in several cities across the country, including San Francisco, New Orleans, and Charleston. Basically, it is a way to inject instant capital into the real estate market for nonprofit motives.

Although revolving funds are generally operated by private historic preservation groups or foundations, there is no reason why a local government cannot become one of the donors contributing to such a fund. This is one way in which a revolving fund could work:

After the initial fund is established, the group operating the fund, for instance a Fairfield-Suisun historical society (See Rec. No. 1), would proceed to buy rundown buildings of historic value and resell them to individual owners or families, whose responsibility it would be to restore and refurbish the buildings. There may be a facade easement attached to the deed. In addition to buying a run-down building, the group is also in effect "buying time" for landmarks which might otherwise be destroyed if no one showed any interest in them.

The income from resales would probably not match all the money laid out for purchases, but any money received would be pumped back into the fund—which is why this mechanism is called a revolving fund. As long as there is some steady flow of income from resales, in addition to some new contributions from donors, the fund can remain solvent.

If it works as it should, the revolving fund approach minimizes government involvement in historic preservation.

An historic property thus preserved remains in private ownership, but with certain safeguards attached. The private group operating the fund still maintains an interest in the buildings it has sold even after the sale; for example, a deed might include the stipulation that if the owner wants to resell the property, the local historical group has the right to match any offer in an attempt to re-acquire the property.

On the whole, however, the revolving fund approach is simply a minor twist on the normal activities of the real estate market. Theoretically, it can even be utilized to turn up a small profit, though nonprofit status is generally the best to be hoped for.

There are two main drawbacks to the revolving fund approach. First, it assumes that there either is or could be a group in the community with access to money or with the ability to raise sufficient funds to get a revolving fund off the ground. Second, it presumes that there is or will soon be a local market for restored buildings of historic significance.

It is possible that neither of the above premises are applicable to the situation in Fairfield. However, if a revolving fund could be made to operate, this could be a significant tool for implementing historic preservation in this community. The staff recommends that an historical preservation commission or similar body conduct a study of the concepts applicable to the situation in the Fairfield area, with a view to possible City participation in establishment of a revolving fund to be administered by a local historical commission.

"A Tree Ordinance"

Although the topic has not yet caught the community's imagination, citizens have occasionally expressed concern to Fairfield's City Council about the decimation of eucalyptus groves in the community. The rows of eucalyptus probably once marked the driveway leading up to an old ranch house, in addition to being beautiful for their own sake.

We humans tend to take a rather narrow view of history: we are inclined to think that history is something which is made or affected only by human beings, with the physical environment playing a rather inconsequential role in the making of events. A good case could probably be made for the view that natural features such as trees, creeks, the hills, even the general flatness of the valleys have had quite an impact in determining what went on here.

Actually, that is an observation so obvious that most people never think of it. Natural features just lie there silently, inscrutably, being used without being noticed.

This does not mean that every hilltop, creek and cranny should be officially consecrated as an historic landmark, with a bronze plaque in clear view from the road. But historic significance may constitute an additional argument for preserving these natural features in their present state. Old trees, for example, may need some kind of official action to protect them from those who think that when you've seen one tree, you've seen them all.

Two Bay Area cities which have already acted to protect their historic trees are Palo Alto and Saratoga. In Saratoga, an ordinance has been passed which prohibits the indiscriminate cutting of historic trees. The City of Palo Alto has published an inventory of "heritage trees," including El Palo Alto, an old redwood tree which served as a landmark for the early Spanish settlers. Because the tree is considered so important to the history of the community, the City has gone to the trouble of installing a water spray system *on* the tree.

The staff recommends that a local historic preservation commission prepare an inventory of historic trees and other natural features of historic significance located in the planning area. It may be possible to relate this work to the open space and conservation element of general plans proposed for the planning area. Also, the staff recommends that the cities and County enact "tree ordinances" which would protect the trees listed in the inventory.

Bicentennial Celebration Activities

It makes perfect sense to link the local planning for the national Bicentennial celebration with the ongoing process of historic preservation. Indeed, a successful preservation program would be a way to make the Bicentennial something more than a mere flash-in-the-pan event. The desired outcomes both of the Bicentennial and of an historic preservation program are in some ways similar: both strive to encourage local and national patriotism, both serve as an impetus to community pride and identity.

Although both historic preservation and the Bicentennial are predicated upon observance of past events, both should appropriately be interpreted and carried out as forward-looking, future-oriented activities or processes which might be able to establish the difficult link between past and future. If people can be made aware of the contributions which people who were not much different from ourselves have made to the making of history—history, that elusive and seemingly complicated web of stories and lies—then perhaps people would feel compelled to participate in the making of the future.

The historic preservation process and the Bicentennial celebration may be able to help create that awareness and give rise to greater participation in efforts to make or plan the community's future.

The Fairfield City Council has authorized the Fairfield-Suisun Chamber of Commerce to establish a committee to plan the community's official Bicentennial celebration activities. The staff recommends that in addition to pursuing routine Bicentennial objectives such as applying for an official Bicentennial City designation from the national Bicentennial organization—our local celebration ought to be concerned with activities which might have a more permanent, long-term impact on the community, such as an historic preservation program. Perhaps a preservation event such as the opening of a local museum could be coordinated with the schedule of Bicentennial events. Other proposals for collaboration between the Bicentennial celebration and a local historic preservation program should be publicly solicited and examined carefully.

78 Liaison with schools, Library & Park Systems

The staff recommends that the historic preservation commission establish contacts with the local school, library and park systems for the purpose of developing innovative community education programs involving historical sites.

It might be said that an historic preservation program is intended, in large part, to serve the children of the community. History is not just a pile of old newspapers, a rickety old house, or a cigar box full of Indian arrowheads; rather it is something *alive*, or almost alive, which is to be passed down, taught, or communicated from one generation to another. History is a fabric which holds together all the incongruities in the life of a nation, a community, a family, or an individual. Without a sense of history, the heritage we hold in common becomes invisible and things seem to fall apart.

That is why it is not enough merely to save an old house. Ways must be found to enable the old house to "live" so that people living in the present community can share in the experience of the house.

As far as children and young people are concerned, the public schools may provide a convenient means of access. Perhaps historic preservation could be incorporated into some sort of existing "nature study" or "environmental education" program. Using a style derived from traditional "conservation education" programs, some teachers are beginning to de-emphasize the privacy of the classroom, simultaneously encouraging student "field" experience or exploration, bringing in more speakers and outside materials into the classroom, and in general trying to relate school work more closely to the real world outside.

This style could be very appropriate for the teaching of local history: an active local historical society could be very helpful in this regard, providing speakers and functioning as an action-oriented link between the community and the public officials implementing historic preservation.

At John Muir House in Martinez and at Fort Point in San Francisco, the State Department of Parks and Recrea-

tion operates an environmental education program which illustrates some creative uses of historic sites. Groups of participants in the Environmental Living Project (as the State program is called) visit one of these historic sites for a period of two days and a night, camping out, and trying to re-live the roles of people who lived seventy or eighty years ago: cooking "authentic" food of the period, chopping wood, working on the grounds, and so on.

Participants of the Muir House divide into two groups: Chinese coolies and white landowners, each group tries to act towards the other as one would imagine those groups to relate in that period. At Fort Point, various military roles are assigned, with participants acting as guards, cooks, commanders, and so on.

Something like this might be attempted on a regular local basis at a renovated historic structure such as the Waterman House. Participation need not be restricted to children and young people: the State program has functioned quite well with mixtures of adults and adolescents. If this program was adequately organized, the participants could learn some things about local history which could never be taught effectively in a classroom or out of a textbook.

A walking tour would be another preservation-related activity which could involve the community, adults as well as kids, in local history. Due to its concentration of historic sites, Suisun City may be the most appropriate place for inquisitive pedestrians in this area: a walk down Main Street and around City Hall area could take in many interesting places and items.

In Benicia, the Chamber of Commerce has published a little booklet which outlines an historic preservation tour which instructs the pedestrian on local history from site to site. The making of such a booklet might be an appropriate project for the local Chamber of Commerce, the official Bicentennial committee, and particularly a local historical society. Such a booklet could perhaps be distributed through the library or the school system.

Writing of a Local History

It became apparent during the writing of this report that there is a serious lack of recent, up-to-date materials on local history. There are some good Solano County histories published in the last century which are available at the library, but these books are limited to some extent by the conventions of nineteenth century history writing. For example, the old histories tend to be catalogues of local crops and names of members of social clubs and fire departments, or other kinds of simple documentation: they are "records" of historical events, but they do not make much of an effort to interpret or analyze the record.

An up-to-day history would give serious treatment to twentieth century events such as the Great Depression, the building of the old Highway 40, the establishment of Travis Air Force Base and the general trend of population growth in the San Francisco Bay Area, tracing the impact of each factor on the growth or nongrowth of the Fairfield-Suisun community. Furthermore, a comprehensive history would reach back and attempt to reconstruct some situations which the older histories tended to ignore: the long history of Indian settlement in the valleys and the presence of Chinese laborers after the Gold Rush are two topics particularly in need of documentation.

The staff recommends that a local historical society, the Solano College faculty, a local historical preservation commission, and the official Bicentennial committee of the Chamber of Commerce join together to select and commission a competent person to write a new history of this community. Indeed this would be an appropriate project for the Bicentennial committee to sponsor as its own. Further, it is proposed that along with the making of a local historic preservation plan, the preparation of a local history should culminate in July 1976 as a key element for our National Bicentennial celebration.

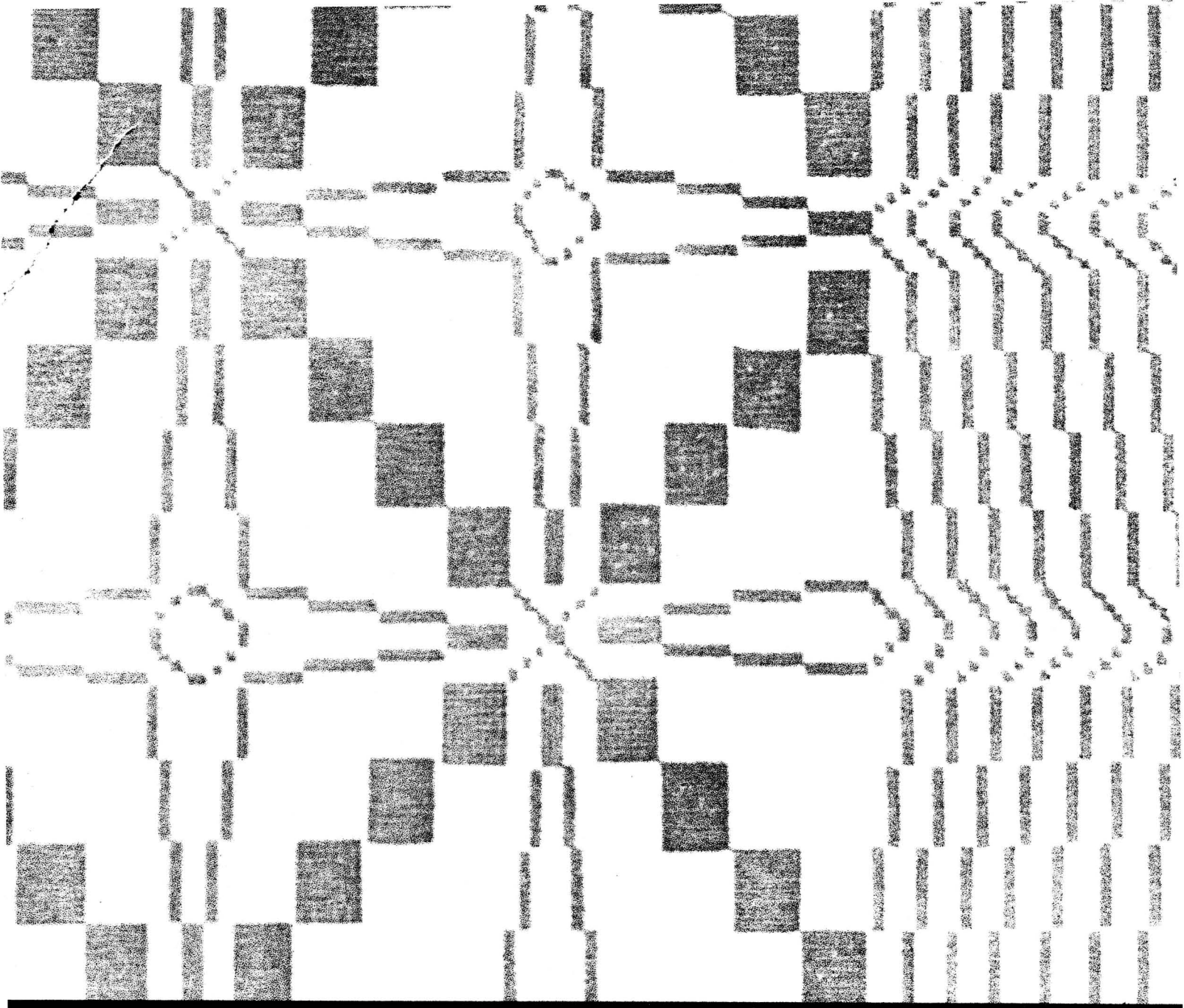
It is imperative that some history-writing effort begin soon. This community is fortunate to have quite a few direct descendants and relatives of the original settlers still living and active in community life. They have a lot to tell, and it would be a terrible waste to lose their personal remembrances of what life was like.

A good alternative to a history written by one expert would be a "collaborative history" or oral history written and compiled by the people of the community. For example, Solano College students could be sent out to interview long-time residents for their memories of life in a smaller community. These interviews could be transcribed and edited into publishable form.

In Eagle Bend, a small rural town in Minnesota, a young man was commissioned to compile a book about the community—its past, its present, and people's hopes for the future—consisting of various kinds of contributions from people living in the town. The result, a book entitled, **Self-Portrait: Eagle Bend**, is a very charming and engaging book. Containing old newspaper clippings, children's drawings of the townscape, children's poetry, old photographs, excerpts from old high school yearbooks, transcripts of interviews with long-time residents of the town, and other commonplace materials, the book shows the town to be a warm, surprisingly diverse, and very human place.

Perhaps this image takes shape because of the excellent concept and design of the book. Still, it shows what can be done in any town regardless of how tired, uninspired, or hopelessly unexceptional it seems. Even the smallest, most subtle human act or event can become interesting because it is the act of a human being.

It isn't necessary to be a great novelist, poet, or artist to know this; it is simply an article of faith in human beings, which seems an appropriate way to conclude a report on historic preservation.



APPENDIX

Bibliography

I. HISTORIC PRESERVATION: GENERAL INFORMATION

Costonis, John J. "The Costs of Preservation," *Architectural Forum*, January-February 1974, (Volume 140, No. 1), pp. 61-7.

_____, "Formula found to preserve the past," *Planning*, December 1972, pp. 307-10.

_____, "Preservation of Urban Landmarks," *Architectural Forum*, March 1972, (Volume 136, No. 2), p. 38.

_____, *Space Adrift: Saving Urban Landmarks through the Chicago Plan*, Urbana, Ill. University Press, 1974.

_____, "Whichever way you slice it, DRT is here to stay," *Planning*, July 1974, pp. 10-15.

Historic Preservation, magazine published quarterly by National Trust for Historic Preservation, 740-748 Jackson Place, NW, Washington, D.C. 20006.

Historic Preservation (special issue) *Law and Contemporary Problems*, Volume 36, No. 3, (Summer 1971).

Lynch, Kevin, *What Time Is This Place?*, Cambridge MIT Press, 1973.

McKee, Harley J., *Recording Historic Buildings*, Washington D.C.: U.S. Department of the Interior, 1970.

Menges, Gary L., *Historic Preservation: A Bibliography*, Monticello, Ill.: Council of Planning Librarians, 1969, Bibliography No. 444.

Miner, Ralph W., "Conservation of Historic and Cultural Resources," *Planning Advisory Service* (ASPO), Report No. 244, March 1969.

Montague, Robert L. and Tony P. Wrenn, "Planning for Preservation," ASPO, November 1964.

Morrison, Jacob H., *Historic Preservation Law*, Washington, D.C.: National Trust for Historic Preservation, 1965.

Pyke, John S., Jr., "Architectural Controls and the Individual Landmark," *Law and Contemporary Problems*, Volume 36, No. 3 (Summer 1971).

_____, *Landmark Preservation* (Second Edition): New York: Citizens Union Research Foundation, Inc., 15 Park Row, N.Y., N.Y. 10038, 1972.

Rasmussen, Paul W., "Planning and Historic Preservation: The Old Town Alexandria Experience," *Planners Notebook*, Volume 3, No. 1 (February 1973), American Institute of Planners.

Shlaes, Jared B., "Who pays for Transfer of Development Rights?," *Planning*, July 1974, pp. 7-9.

Stanforth, Deirdre, and Martha Stamm, *Buying and Renovating a House in the City*, New York, Knopf, 1973.

II. SOLANO COUNTY HISTORY

Dunn, Arthur, *Solano County, California: The Prize Winning County*, issued by Sunset Magazine Service Bureau for Solano County Board of Supervisors, 1915.

Fairfield-Suisun Chamber of Commerce, "A History of Cement Hill," dittoed sheet, no date.

Fraser, J. P. Munro, *History of Solano County*, San Francisco: Wood, Alley and Co., 1879.

Gebhard, David et al, *A Guide to Architecture in San Francisco and Northern California*, Santa Barbara: Peregrine Smith, 1973.

Gregory, Tom et al, *History of Solano and Napa Counties, California*, Los Angeles: Historic Record Co., 1912.

Hanson, Harry, ed. *California: A Guide to the Golden State* (new revised edition—originally compiled by Federal Writers Workshop of the Works Progress Administration); New York: Hastings House, 1967; pp. 572-4.

Hunt, Marguerite and Harry L. Gunn, *History of Solano County and Napa County*, Chicago: S. J. Clarke Publishing Co., 1926.

Notebook, periodical published by Solano County Historical Society.

Roed, C., ed. *Solano County, California*, dittoed report, 1960.

Solano County Office of Education, *Solano County History and Government* (booklet), no date.

Thompson and West, *Historical Atlas of Solano County*, San Francisco: Thompson and West, 1878.

Weir, David Andrew, *That Fabulous Captain Waterman*, New York: Comet Press, 1957.

Young, Wood, "Solano Pioneers Build a Church Near Rockville," *Daily Republic*, May 2, 1962, p. 19.

VI. LOCAL PRESERVATION LAWS AND CONTRACTS

Davis, City of, Ordinance No. 651, relating to historical or cultural landmarks.

Del Norte County, Resolution No. 73-34, establishing county policy regarding protection of Indian graves, burial grounds, cemeteries and ceremonial sites.

Fremont, City of, Municipal Code Article 18.4, historical overlay district and historical architectural review.

Garden Grove, City of, Municipal Code Part 131-HC—Historical-Cultural Combining Zone (Ordinance 1193).

_____, Planning Commission Resolution No. 2505, approving site plan no. SPA 118-71.

_____, City Council Resolution No. 4051-71, approving site plan amendment no. SPA 118-71.

Hanford, City of, Lease agreement between City of Hanford and Hanford Carnegie Museum, May 1972.

Humboldt County Resolution No. 71-14, establishing county policy regarding protection of Indian graves, burial grounds, cemeteries and ceremonial sites.

Inyo County Ordinance No. 146, excavation of Indian burial grounds.

Los Angeles, City of, Ordinance No. 121, 971, establishing a Cultural Heritage Board.

_____, Cultural Heritage Board Policy Guide.

_____, Cultural Heritage Foundation Articles of Incorporation.

Los Gatos, Town of, Ordinance No. 1133, providing for designation, preservation and control of historic or culturally significant landmarks and districts.

Marin County, County Code, Chapters 5.32, 13.12.050, and 21.48.035, all relating to excavation of Indian middens.

Menlo Park, City of, Draft, Municipal Code Chapter 16.54, historic landmark site district.

_____, Chapter 16.68, proposed revisions of architectural control chapter.

Monterey, City of, Ordinance No. 1901, historical modifying zone.

_____, Municipal Code Section 9-1, preservation of original architecture of historic buildings (exceptions from Building Code).

Napa Community Redevelopment Agency. Proposed historic preservation ordinance.

Pasadena, City of, Ordinance No. 4918, creating Cultural Heritage Committee.

_____, Bylaws of Cultural Heritage Committee.

Placer County, Municipal Code, Subchapter 11, planning and zoning design control.

San Diego, City of, Ordinance No. 10519, Historical Site Board.

_____, Ordinance No. 10608, Division Z, Old San Diego Planned District.

San Francisco, City and County of, City Planning Code, Article 10, preservation of historical, architectural and aesthetic landmarks.

_____, City Planning Code, Jackson Square Historic District.

San Mateo County Historical Association, Contract with San Mateo Junior College regarding an historical museum. No date.

Santa Barbara, City of, Municipal Code, Chapter 22.24, historical structures.

_____, Ordinance No. 3530, designation of historic interest areas.

_____, Resolution No. 4125, creating the Santa Barbara Landmark Committee.

Santa Clara County, Ordinance No. NS-1200, establishing an historical district.

Vallejo, City of, Ordinance No. 125 N. C. (2nd), Architectural Heritage District and Commission.

Yreka, City of, Municipal Code Title 17, historical districts.

III. PUBLIC ARCHEOLOGY

King, Thomas F., "Out of the Pits," Newsletter, Society for California Archeology, Volume 7, No. 2 (April 1972).

King, Thomas F., Michael J. Moratto, and N. Nelson Leonard, III, *Recommended Procedures for Archeological Impact Evaluation*, report on a study by the Society for California Archeology in cooperation with the Archeological Survey, University of California, Los Angeles, no date.

McGimsey, Charles p., principal author, *Archeology and Archeological Resources* (booklet), Society for American Archeology, 1703 New Hampshire Avenue, NW, Washington, D.C. 20009.

IV. COMMUNITY EDUCATIONAL PROGRAMS

Benicia Chamber of Commerce, *Benicia History and Historical Tour Guide*, 1971.

Hawkins, Donald E. and Dennis A. Vinton. *The Environmental Classroom*, Englewood Cliffs, N.J.: Prentice-Hall, 1973.

McCabe, Wayne T., ed. *Historic Tour, Plainfield, N.J.*, City of Plainfield, Planning Division, Plainfield, N.J., 1973.

Napa Community Redevelopment Agency, "Architectural Walking Tour, Number one," no date.

Old Glory: A pictorial report on the Grass Roots History Movement and the First Hometown History Primer, New York: Warner Paperback Library, 1973.

People's Bicentennial Commission, "Community Programs for a People's Bicentennial," PBC, Washington, D.C. 20036, no date.

_____, "An Introduction to the People's Bicentennial Commission," no date.

_____, "Student and Teach Programs for a People's Bicentennial," no date.

Redmond, Patrick et al, *Self-Portrait: Eagle Bend*, Independent School District No. 790, Eagle Bend, Minn., 1972.

State Department of Parks and Recreation, "Strangers in a Strange Land," booklet about Environmental Living Project, John Muir National Historic Sites, Martinez, Calif., 1973.

Wurman, Richard Saul, *Our Man-Made Environment, Book 7*, Cambridge: MIT Press, 1972.

V. LOCAL PRESERVATION PLANS AND REPORTS

Fairfield, City of, *Draft Open Space and Conservation Element for Central Solano County General Plan*, May, 1974.

Los Angeles, City of, *Cultural and Historical Monuments Plan* (an element of the city master plan), 1969.

Madera County, *Archeological Element of the County General Plan*, prepared by the Committee on Sierra Foothill Public Archeology of the Society for California Archeology, 1968.

Minnesota Planning and Development, City of Minnesota, *Preserving the Heritage of Minneapolis*, May 1969.

Monterey, City of, *Architectural and Site Plan Review*, February 1973.

Napa Community Redevelopment Agency, *Historic Preservation in Napa*, January 1974.

Pasadena, City of, *Pasadena's Cultural Heritage Landmarks*, no date.

San Diego, City of, *Old San Diego—Architectural and Site Development Standards and Criteria*, 1972.

Santa Clara County, *A Plan for the Conservation of Resources* (an element of the county general plan), 1973.

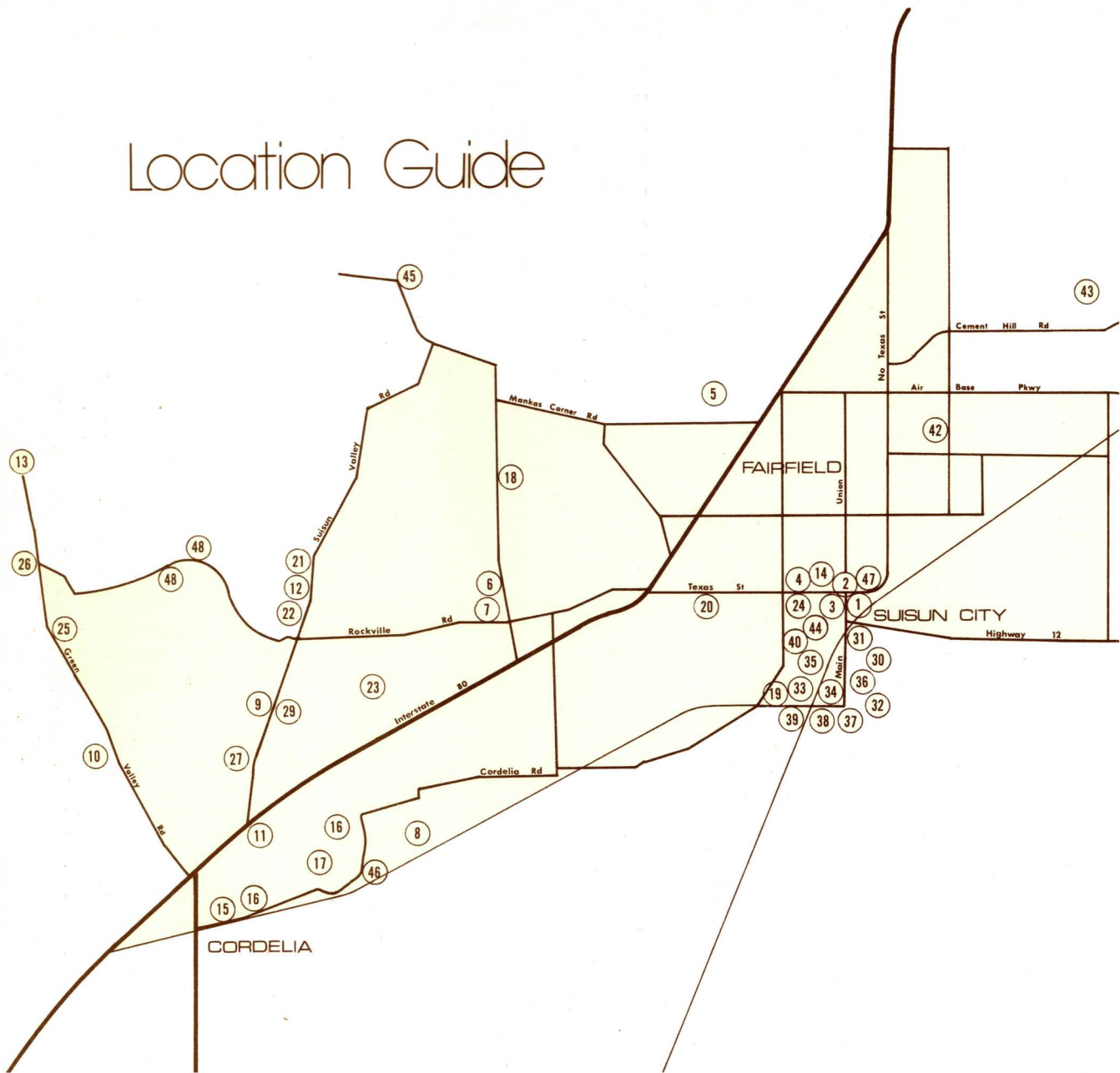
Santa Cruz, City of, *Draft: Historic Preservation Plan of the General Plan*, July 1974.

Simpson, Stratta and Associates and Karl H. Baruth, *Fairfield-Suisun City and Green Valley-Cordelia (Central Solano County Planning Area) General Plan 1985*, March 1967.

Vallejo, City of, Architectural Heritage Commission, "Design Criteria," 1973.

Preliminary Inventory of Historic Sites

Location Guide



This list of sites was compiled in a preliminary effort to establish the need for a preservation program in this community. It is not a comprehensive inventory; some of the information may be inaccurate. All of the information should be checked by some research group in the future, not only to correct specific data, but also to discover new leads and approaches to local history.

Please note that the sites are *not* listed in order of importance.

1. **County Hall of Justice**, located in the original Armijo High School building (the community's first high school), Texas Street and Union Avenue, Fairfield. Estimated age 60 years.
2. **County Courthouse**, located on Texas Street at the end of Union Avenue, Fairfield. Listed in the *Guide to Architecture in San Francisco and Northern California*. Sited in classical manner at the end of a major boulevard (vista); the courthouse is visible from Main Street, Suisun. Dated 1910. Designed by E. C. Hemmings and W. A. Jones. Granite exterior, marble interior.
3. **County Free Library and Office Building**, Texas Street and Union Avenue, Fairfield. Dated 1931. W. E. Coffman, Architect. Spanish colonial exterior, stucco walls, curved tile roof, intricate tile work on steps and walls.
4. **Goosen Mansion**, 1010 Empire at Madison Street, Fairfield. Now owned by Mayor Manuel Campos. Large wood-shingle house painted grey with imposing white pillars facing out toward Empire Street. Built around 1900 by a Dr. Bunny (not verified). Also known as Smith House.
5. **Waterman House**, located off Mankas Corner Road. A housing tract is presently being constructed on property surrounding the house. Robert H. Waterman was founder of Fairfield. A retired clipper ship captain, he was born in Hudson, New York in 1908 and grew up in Connecticut. At age 25 he was master and owner of a full-rigged ship. Waterman sailed around the world five times.

In 1848 he bought an interest in four leagues of land (Suisun Rancho) in the Fairfield area. Waterman moved

here in 1850. When his partner died that year. Waterman was named to dispose of the estate. In 1856, Waterman plotted the townsite of Fairfield, named after his hometown in Connecticut. In 1858, Waterman offered the County 16 acres of land at the present county civic center site, in addition to his personal bond of \$10,000, if the County would vote to move the county seat from Benicia to Fairfield. It was done.

The present developers of the property have spent several thousand dollars restoring the Waterman House and plan to convert it for use as a racquet club or restaurant.

6. **Davisson Houses**, one on Abernathy Lane and & one on Rockville Road. W. G. and Obediah Davisson
7. were brothers who were among the first settlers in the area. Both were born in Ohio and lived for a time in Missouri. W. G. came to California in 1852 and settled in Suisun Valley in 1854. Obediah came from Missouri direct to Suisun Valley in 1854. Both Davissons were local school directors.

Not sure which Davisson lived in which house. The Abernathy Lane house is a pink wood frame house; Stanley Davisson lives there now. The Rockville Road house is also made of wood; it is suspected that parts of this house were shipped around the Horn. Crabtree family lives there now. Dates of the two houses have not been determined.

8. **McCreary/Tomasini House**, located off Cordelia Road near edge of Suisun Marsh. In 1854, 24 year old Daniel McCreary, a gunsmith, paid a man \$100 (all the money McCreary had) to bring him across the plains from Pennsylvania to Suisun Valley. He settled there and became a prosperous farmer, eventually. There are some reports that McCreary tried, unsuccessfully, to mine gold before turning to agriculture.

The wood frame house was erected circa 1870-75. Later, it was occupied by Irene Tomasini, descendent of an early Suisun Valley settler from Switzerland. The property is now owned by the Warren Turf Nursery, which evidently uses the house as an office.

9. **Martin House**, 293 Suisun Valley Road, located across the road from Solano College. Dated 1861, restored 1926-29. Stone construction in style of English manor house; peaked roof and gables, projecting eaves, deep window sills. Samuel Martin of Pennsylvania, a farmer, came to California in 1849 and arrived in Suisun Valley in 1850. Original estate 11,000 acres.
In 1919, the grandson of the original stone mason from San Francisco was hired to restore the house. There are reports that a Vacaville doctor has bought the house and will conduct extensive restoration work there.
10. **Ramsey/Nightengale House**, Green Valley Road, Stone house built around 1860. William Ramsey was an early settler from Pennsylvania who arrived in Solano County in 1850. The house was later occupied by the Nightengale family, who have not been further identified. It is now owned jointly by five or six Bay Area families who take turns living in the house for weekend vacations.
11. **Mayhood House**, Suisun Valley Road at I-80. Wood frame house, estimated age 91 years. John Benjamin Mayhood, born in 1844 in Canada, lost his parents at an early age. In 1865, he immigrated to the U.S. In 1877, he established a home in Cordelia. There he worked in vineyards, at a hotel, in the timber industry. He later rented a ranch and bought it in 1901. [This date does not jog with the 91 year old figure. 1901 is from Gregory's history and 91 is from Nancy Sears, present occupant, quoting Percy Neitzel, previous occupant.] Mayhood died a very prosperous man.
12. **Rockville Stone Chapel and Cemetery**, Suisun Valley Road, State Historical Monument No. 779. Stone construction. Designed by Joel Price and George Whitely, local stone masons. Fund-raising drive led by Methodist Episcopal Church South, which split from mother church in 1845 over the slavery issue. Construction work began in 1856; formal dedication in 1857. Chapel was focal point of community conflict over slavery issue during Civil War years. Last resident pastor left in 1895. Chapel gradually deteriorated until the late 1920's, when a restoration drive began. The Depression curtailed fund raising. Restoration work began in 1940, with labor from the WPA camp in Benicia. The Chapel was rededicated on Memorial Day, 1940; it was later given to the County for use on special occasions. The Chapel is rented out for occasional weddings, religious services, etc.
13. **Dingley Flour Mill** (haunted), located on Arthur Garben, Sr. property on Green Valley Road. George Dingley built the mill in 1859. A fire destroyed most of the mill in 1867, but the stone foundation remains.
During the Civil War, a woman was killed at the mill when her skirt became caught in the water wheel. She was slowly beaten to death; it was said that her screams grew louder at each revolution of the wheel. Her ghost returns occasionally and her screams may be heard on windy nights in Green Valley.
14. **Church of God** (formerly Methodist), 928 Empire, Fairfield. Age uncertain; the dates on the cornerstone are confusing, but the church does appear on a map in the 1877 Thompson and West historical atlas. This may have been the church founded by the Northern antislavery Methodists who left the Rockville Church in 1863; needs further investigation.
15. **Thompson's Corner**, corner of Ritchie Road and Cordelia Road. Oldest bar (not the building but the establishment) in Solano County. Wood frame building dated to 1902. Was a dance floor upstairs; also included a grocery store; now just a bar. Built by "Old Man" Studer. Now owned by Roger Dean, who also owns a bar in Vallejo. Aged brassieres, panties, etc. hang from the ceiling. Owner says that the place was probably once a "first-class whorehouse."
16. **Indian Burial Grounds and Ceremonial Sites**. Have been positively identified by archeologists at locations on Green Valley Creek near the SP tracks in Cordelia, on Green Valley Creek further north into the valley, in Tolenas, on Montezuma Slough, in Wooden Valley and on Nelson Hill (formerly known as Bridgeport Hill). Many valuable local archeological sites have been plundered by amateur pothunters, vandals and land developers.

17. **Stone Quarries**, Cordelia. These are scattered through the hills. Quarries provided stone for the Rockville Church, the major houses built in the pioneer era, as well as cobblestones for San Francisco streets. The Nelson Hill quarry dates back to 1870.
18. **Gomer School**, Abernathy Road, Suisun Valley. Wood construction, built in 1900. Now used as school for handicapped.
19. **Suisun-Fairfield Congregational Church** (now United Church of Christ), 701 Suisun Street, Suisun. Stucco construction. Date uncertain; one source says 1918, but the church appears in an old photograph which predates that year.
20. **Texas Street**, Fairfield. Was part of main highway between Sacramento and San Francisco prior to construction of I-80 (Hwy. 40). Date uncertain.
21. **Baldwin Stone Barn**, 4574 Suisun Valley Road. Stone construction, built in 1865. The barn is listed in the *Guide to Architecture in San Francisco and Northern California*. Now owned by I. W. Robbins. J. M. Baldwin arrived in San Francisco from New York in 1852. He moved around from place to place working as a carpenter and joiner in Sacramento for years, as a miner in Amador County, then on to Placerville and to various places in Oregon and Nevada. In 1864, Baldwin settled into his Suisun Valley farm.

There is some speculation that Baldwin may have been related to Lucky Baldwin, the wealthy southern California race horse owner.
22. **Grammar School**, Suisun Valley Road. No longer used as a school. Property of Suisun Nisei Club; used occasionally as meeting place. Wood construction, date uncertain.
23. **Barbour House**. Located near Suisun Creek. Listed in *Guide to Architecture in San Francisco and Northern California*. Nathan Barbour was a Mississippi River trader who came to California in 1846; that same year he married Nancy, daughter of Landy Alford, one of the original settlers in the Suisun area.

Date and materials uncertain; house could not be located during preliminary driving survey of area.

24. **WPA Roadwork.** In 1940-41 members of Works Progress Administration work teams built sidewalks in the central downtown areas of Fairfield and Suisun City; the WPA imprint may be seen as one walks the streets.

25. **Vallejo/Jones House,** Green Valley Road. Built by General Vallejo in early 1830's for his vaqueros (Vallejo never lived there himself). This is one of the oldest standing structures in the county; it may be *the* oldest. It is definitely older than the Pena Adobe in Vacaville, which was built in 1842.

The front three or four rooms of the house are made of adobe cement mixed with cobblestones to reinforce the walls; it is called a "rubble house" due to the presence of stones in the mix. A wooden frame was added to the house in 1847 constructed from lumber shipped around the Horn.

Born in 1828, Frederick Sidney Jones, Sr. arrived by boat in San Francisco in 1853; there he made money as a wholesale butcher but lost money in mining adventures. In 1858, he moved to Sonoma and in 1868 he moved to Green Valley. Jones' winemaking facilities were the most extensive in the valley.

26. **Jones House,** Green Valley Country Club. Very elegant. Now being used as dining room by Country Club. Stone construction built sometime in late 1860's by Frederick Sidney Jones, Sr., father of F. S. Jones, Jr. An only son, Jones Jr. was born in Sonoma in 1861. He converted his father's ranch into a famous cherry orchard. Jones Jr. was also a stockholder in Pacific Portland Cement Company and a director of Bank of Suisun. In 1889, he married Addie Chadbourne, daughter of early settlers.

27. **Mangels House,** Suisun Valley Road. Wood construction, built in 1906. Louis Mangels was a leading area winemaker. Born in Germany, he emigrated with his family to the USA in 1866, arriving in New York and proceeding to San Francisco. For nine years he worked as a cooper. In 1875, Mangels bought land in Suisun Valley; for many years he experimented, unsuccessfully, with different crops until his success with grapes. Mangels built his first wine cellar in 1893.

The present winery is dated 1896. There is also a stagecoach watering stop (adobe), no date. The Mangels farm was known as Solano Winery; Cordelia was his shipping point. The Mangels family no longer lives at this address.

28. **Pony Express Route.** There are reports that Pony Express riders passed through Silvyville, Vacaville, Cordelia, Rockville and Benicia on their second trip west (year uncertain).

29. **Chief Solano's Grave,** marked by a buckeye tree, in field across from Martin House. Solano (Sam Yeto), a Suisun Indian, was chief of most of the tribes between Petaluma Creek and the Sacramento River. He became an ally of General Vallejo. There is some dispute as to whether the corpse buried is Solano's or actually that of Solano's brother, who was also a chief.

30. **Bank of Suisun Original Office** (now a woodshop), 607 Main Street, Suisun City. Wood and stucco construction, date uncertain. Was first locally-based bank established in area (no longer exists). Founded by R. D. Robbins, self-made man, in 1876. Born in 1839 in Maine, Robbins shipped to San Francisco in 1860. He came directly to the Suisun Valley where he knew no one. In his first year, Robbins worked as a hired hand, hauled stone for the Fairfield Church, burned lime and worked in a lumber yard; two years later he bought out his partner. Later, Robbins founded the bank. One historian has described him as "a striking illustration of what pluck, energy and honesty may accomplish."

31. **Suisun-Fairfield Southern Pacific Depot.** Wood construction, located near Suisun-Fairfield boundary on Union Street/Main Street.

Built around 1905-1910 to replace an older depot. In 1870, Suisun City was connected with New York City through the Transcontinental Railroad—a source of great local excitement. Now used only for freight transport.

32. **Oriole Saloon** (now Sterling's Bar), 627 Main Street at Solano, Suisun City. Date uncertain. Was an elite establishment equipped with a reading room. Originally surfaced with brick facade; now covered with stucco and conventional black tile.
33. **K. I. Jones House**, 308 California, Suisun City (across the street from City Hall). Large wood-shingle house. Date uncertain. A well-known Solano County lawyer, Kenneth I. Jones was born in San Francisco in 1886. His father was a Congregational minister stationed in Lodi, Woodland, San Jose, Crockett and Auburn. In 1912, Jones was admitted to the bar. For a year he served as deputy county clerk in Fairfield. In 1913, he formed a law firm with W. V. Goodwin in Fairfield; in 1917 he opened up his own firm. Jones was also past master of Suisun Lodge No. 55, Free and Accepted Masons.
34. **Goodman House**, 304 California, Suisun City. Another large wood-shingle house. Date uncertain. Wilbur Goodman, who built the house, was the father of present Fairfield City Attorney, Burt Goodman. The elder Goodman notarized the deed which passed title of the old Armijo Clubhouse to Suisun City for use as a City Hall.
35. **Dinkelspiel House**, 703 Suisun, Suisun City. Wood-shingle house. Date uncertain. Dinkelspiel was the first insurance man in Suisun City.
36. **Lodge No. 55, Free and Accepted Masons**, 623 Main Street, Suisun City. Built in 1888. Red brick construction. Stained glass windows on second floor. Said to be one of the few Masonic lodges in Northern California built expressly for use as a lodge, not converted from some other use. Bottom floor now occupied by Suisun Bargain Place, which sells used furniture and other merchandise; second floor is being used for storage. Before the Bargain Place, building was occupied by American Auto Parts, which has since moved to Fairfield. Article about history of the lodge building appeared in Vacaville newspaper within past year or two. Present owner says that a "black lodge" is thinking about buying the building and refurbishing it.
37. **Branceford House**, 607 Suisun Street, Suisun City. Shingle or stucco construction. Dated 1911. Branceford was the only M.D. in Suisun City for many years. The present resident says that he has uncovered many old bones down in the basement of the house.
38. **First Church of Christian Science**, Morgan Street at Main, Suisun City. Surfaced with wood shingles painted white, in both rectangular and fish-scale shapes (suggests that this church was probably built during Victorian period or soon thereafter).
39. **Koch House**, 815-819 Main Street, Suisun City (across from Suisun Market). Koch is pronounced "Cook." Date uncertain. Steps made of red brick. House surfaced with shingles on wood or stucco. Mrs. Koch was Suisun City Clerk for many years; her father owned a grocery store in town.
40. **Sanctuary, Fairfield Baptist Conference Church** (formerly Lutheran). 1147 Broadway, Fairfield. The sanctuary, constructed in 1910 as part of an older Lutheran church in Cordelia, was moved up to Fairfield in 1946 to be joined to a new structure. With the advent of Travis Air Force Base in the 1940's, it was felt that the church should be located closer to the forthcoming population center in Fairfield. The church structure in Cordelia was then abandoned.
41. **Algonquin Indian petroglyphs**, Suisun Valley, located in the hills south of Rockville Corners. Petroglyphs are figures carved into stone and painted. Were originally believed to be random drawings by contemporary teenagers, but later recognized as artwork of Algonquin Indians of Delaware due to research by Rodney Rulofson of the Pena Adobe.

Algonquins had served as scouts on General Fremont's early forays through California. After Rulofson checked the log of Fremont's travels for his other campsite locations, it turned out that there were similar petroglyphs at campsites near San Jose and in Nevada. This proved that they were neither teenagers' artwork nor traceable to the local Suisun Indians.

42. **Dover Country School**, 2091 Dover Avenue, adjacent to Trinity Lutheran Church, Fairfield. Old wood frame school building. Now used as a private residence. Poet Edwin Markham, who was born in Vacaville, attended school in this building.
43. **Pacific Portland Cement Company**, Cement Hill. A major cement factory and company town was established on Cement Hill in 1902. At its peak, the town of Cement (population 400-500) included a hospital, an elementary school, an electric railway and a summer resort hotel. The factory and town were closed down in 1927, at present, only the ruins of the cement mill remain.
44. **Broadway Street Bungalows**, Fairfield. When the cement factory closed down, many of the company-built workers' bungalows on Cement Hill were moved to Fairfield. Quite a few of these transplanted wood frame bungalows are still in use as private residences today; many may be seen on Broadway Street or its environs. The 701-747 block of Broadway between Webster and Jefferson is a particularly well-kept example.
45. **Mankas Corner**, located at Mankas Corner Road and Clayton Road. Date uncertain. Was a bar, grocery store, etc. for travelers; last stop for teamsters enroute from Lake Berryessa to Suisun shipping facilities. There were posts to which horses were tied outside.

In 1849, Christely Manka came to Sacramento from Virginia at age 25; there he worked in the mines. A few months later he went to Yuba Creek and worked as a storekeeper and miner. In 1852, he moved to Suisun Valley.

In 1905, Luke Milligan bought the place and built a second floor, containing a dance hall and boxing room. The second floor is no longer in use; the bottom floor contains a delicatessen with some grocery items on sale. Peter Gilligan is the present owner.
46. **Pacific Gas and Electric Distributing Station**, Cordelia. Sixty years ago, this was the largest electrical distribution station in the world. It cost \$495,000 to build.
47. **Armijo High School Auditorium**, Texas Street and Union Avenue. Originally built around 1934 as part of the area's only high school (at the time), the auditorium has been boarded up for six years. It was once the scene of the community's major cultural and theatrical activities, in addition to serving the high school.

More recently, the building has been wracked by fires and vandalism. A group of local citizens is trying to raise the sum necessary to earthquake-proof and restore the auditorium (estimated between \$800,000-\$1 million), but other citizens argue that it would be more worthwhile to build a new one.
48. **Stone Wall**, located on Rockville Road in the hills between Green Valley and Suisun Valley. Built by Chinese laborers; date uncertain. Not much is known about the Chinese who lived in this area. Suisun once had a small Chinatown, of which there are no traces.

In the early years of this century, most of the Chinese in the Suisun area were agricultural workers who came originally from the Lungtu region in the Chungsham district of southern China. The farm workers organized into a syndicalist union known as the Unionist Guild of Gung Ngai Tung Mung. The main purpose of which was to fight for better working conditions for farmworkers. By the late 1920's, however, the guild had disappeared.
49. **Bird Mansion**, 500 Line Street, Suisun City. Two-story building, with asphalt shingles over a redwood exterior. Members of the Williamson family, who are now trying to restore the house, believe that it was built around 1865. Underneath the linoleum floors, the Williamsons have discovered some old newspapers dating back to December 1922.

John Bird came to California from New York State in 1859. After working on farms in Marin and Sacramento Counties for a few years, he settled in Solano County in 1865. Bird bought one thousand acres of land near Montezuma and started a shipping business at Bird's Landing. In 1876 Bird served as Justice of the Peace in Montezuma Township.

Summary of State & Federal Policies

Governments in both Sacramento and Washington have committed themselves finally to the idea of public intervention for historic preservation. As preservation has become more of an issue over the years, the legal bases for local action have broadened and gained impact.

Although the brunt of public action on preservation issues takes place at the local level, it may be useful to survey the various laws and policy statements made on the State and Federal levels. For it is here that the parameters of local action are determined.

These laws and policy statements establish precedent and authority for concepts such as: the public right to acquire the fee or lesser interest (such as facade easements) in a property for cultural, non-material values such as preservation; the public's right of access to historic sites; the government's authority to sell or exchange public non-historic lands for private historic lands; the concept of tax incentives for owners of historic properties; the right of government to designate specific historic preservation zones or districts; the importance of historical museums; the pre-eminence of public regulatory power over private interest in property ownership; and the validity of historical and archeological factors in the environmental impact report process.

Not all of these concepts are itemized directly in the laws and policy statements summarized below. Authority exists for many of these laws but other concepts are merely hinted at or suggested. Or else they are proposed with regards to open space or natural scenic beauty—two areas which differ somewhat from historic preservation, but which share a certain degree of vulnerability as intangible, yet cherished things of cultural value.

However, it is important for preservation's sake to consider the legal apparatus utilized for related problems. As support for preservation increases at all levels, it would be reasonable to expect that new legal mechanisms to further preservation objectives will be borrowed from existing laws on related topics such as open space and natural beauty. Hence their presence in this summary.

The various laws, policy statements and precedents will be reviewed in chronological order so as to convey a sense of momentum.

1. Congress passed first national historic preservation law, the "Antiquities Act," in 1906. It authorized the President to designate historic landmarks on federal property, and it further authorized the federal government to acquire land for that purpose (U.S.C.A. Chapter 3060, Section 2, 34 Statutes 225, Title 16, Secs. 431-433).

2. The country's first local historic preservation law was enacted in Charleston, S.C. in 1924.

3. In an act passed in 1935, Congress declared that "it is a national policy to preserve for public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States." Chapter 593, Section 1, 49 Statutes 666, 16 U.S.C.A. 461-7.

4. New Orleans established the country's first historic preservation district in 1936.

5. 1939 was a major year in Sacramento for legislative action extending public power to acquire lands for recreational preservation purposes. In that year, the Legislature approved Public Resources Code Section 5013, which authorized the State Department of Parks and Recreation to acquire "objects of historical interest" and to spend money to purchase and maintain historical museums. PR 5301 empowers cities and counties to acquire land for public parks by purchase or condemnation under Title 7, Part 3 of the Civil Code. It does not mention historic preservation specifically. Also in 1939, the Legislature enacted PR 5303, which authorized cities and counties to determine by ordinance what lands are "necessary and proper to be acquired for public parks or boulevards."

6. In the same year, two state laws were enacted which might bear upon the situation regarding Indian middens in the Suisun Valley. Burial sites (not specifically Indian) are protected by Health and Safety Code Section 7052. It states: "Every person who mutilates, disinters, or removes from the place of interment any human remains without authority of law is guilty of felony." Penal Code Section 622½ prohibits willful destruction of historical and archeological "objects." It stipulates: "Every person, not the owner thereof, who willfully injures, disfigures, defaces, or destroys any object or thing of archeological or historical interest or value, whether situated on private lands or within any public park or place, is guilty of a misde-

meanor." One problem with this law is that it does not define "archeological interest or value." Another weakness is that it does not extend protection to privately owned historic properties. The law allows the owner to willfully injure, disfigure, deface, or destroy his own property.

7. In 1949, the Legislature passed Government Code Section 40401, which authorizes city legislative bodies to expend city revenues "to pay all or part of the cost of work . . . to acquire by purchase or otherwise land for squares, parks, playgrounds, and places within the City and improve, equip, and maintain them."

8. California cities were given authority specifically to acquire property for the purpose of historic preservation in 1957 when GC 37361 was passed. The law also acts to protect the public's visual access to historic landmarks; it states that cities may act to "include appropriate and reasonable control of the use or appearance of neighboring private property within public view." Counties were given power to regulate public access to designated private properties in 1963. GC 25373 stipulates that a Board of Supervisors "may, by ordinance, provide special conditions or regulations for the protection, enhancement, perpetuation, or use of places, sites, buildings, structures, works of art and other objects having a special character or special historical or aesthetic interest or value. Such special conditions and regulations may include appropriate and reasonable control of the appearances of neighboring private property within public view."

9. In 1959, the State Legislature passed Government Code 6950-4, which authorized cities and counties to acquire the fee or any lesser interest or right to preserve open spaces for public use "through limitation of their future use." Although this law applies specifically to open space, it may provide some precedent for the concept of facade easements for historic preservation. Section 6951 consists of a declaration that the Legislature finds that urban sprawl hurts the scenic and aesthetic qualities of the natural landscape. Section 6952 specifically establishes county and city authority "to expend or advance public funds for, or to accept by, purchase, gift, grant, bequest, devise, lease or otherwise, the fee or any lesser interest or right in the future use of or otherwise preserve open spaces and areas within

their respective jurisdiction." In this section, public acquisition of fee or lesser interest is intended as a means of using open space to guide urban growth; but it could also be interpreted as legal precedent for the use of fee acquisition or lesser interest (such as facade easements, or prohibitions against demolition) for a common good—historic preservation, for example. Section 6953 elaborates upon the concept of Section 6952, extending the public's right to limit the use of private land. With regards to historic preservation, this section contains implications not only for facade easements, but also for the concept of "revolving funds," in which the public acquires an historic property, renovates it, and then resells it to a private owner with certain restrictions on its use. The section states: "Any county or city may also acquire the fee to any property for the purpose of conveying or leasing said property back to its original owner or other person under such covenants or other contractual arrangements as will limit the future use of the property in accordance with the purposes of this chapter."

10. In 1961, the State Legislature passed Public Resources Code Section 5161, which empowers cities, counties, and the State to exchange or sell publicly-owned lands located within a state historical monument area for other land (public or private) within the same area. This section thus lays the groundwork for the concept of development rights transfers, which is directly applicable to historic preservation work. The only condition upon such exchanges or sales is that the State Department of Parks and Recreation must agree that the sale or exchange of the land will facilitate the development of the historical monument.

11. Historical and specifically archeological sites (including burial grounds) located on public lands are protected by State Public Resources Code Section 5097.5, enacted in 1965. The law states, "No person shall knowingly and willfully excavate upon, or remove, destroy, injure or deface any historic or prehistoric ruins, burial ground, archeological or vertebrate paleontological site, including fossilized footprints, inscriptions made by human agency, or any other archeological, paleontological or historical feature, situated on public lands, except with the

express permission of the public agency having jurisdiction over such lands. Violation of this section is a misdemeanor."

12. In 1966, Congress passed the Historic Preservation Act (16 U.S.C. 470), which pledged Federal support for preservation activities. The Act expanded the scope of the National Register of Historic Places and created an Advisory Council on Historic Preservation.

13. In the same year, Congress enacted 40 U.S.C. 461(h), which authorized HUD to grant Federal funds "to identify the historic structures and sites in the locality, determine the cost of their rehabilitation or restoration, and provide such other information as may be necessary or appropriate to serve as a foundation for a balanced and effective program of historic preservation. Grants thus authorized are not to exceed two-thirds of the total cost of the survey."

14. The 1965 Housing and Urban Development Act (42 U.S.C. 1460 (b)) was amended in 1966 to include, "historic and architectural preservation" as a criterion for HUD urban renewal grants to local governments.

15. Also in 1966, Congress authorized HUD to make grants to States and localities "to assist in the acquisition of title to or other permanent interests in areas, sites, and structures of historic or architectural value in urban areas." Grants authorized under 42 U.S.C. 1500d-1 are not to exceed one-half of the project's cost.

16. The National Environmental Policy Act (16 U.S.C. 4321-47) was approved by Congress in 1969. Requiring Federal agencies to file detailed impact reports before commencing major projects, NEPA asserted that historic preservation was a national environmental objective to be protected by law. According to NEPA, it is a "continuing responsibility of the Federal Government to use all practicable means, consistent with other essential considerations of national policy... [to] fulfill the responsibilities of each generation as trustee of the environment for succeeding generations," to "assure for all Americans... aesthetically and culturally pleasing surroundings" and to "preserve important historic, cultural and natural aspects of our national heritage."

17. The California Environmental Quality Act (Public Resources Code Section 21100 et seq) was enacted in 1970 as a state-level equivalent of the National Environmental Policy Act, passed by Congress the year before. CEQA requires that all state-funded projects be preceded by a detailed impact report. But initially there was some confusion as to the specific factors which impact reports were intended to describe. According to Section 15011 of the State Resources Agency's Guidelines for Implementation of CEQA (amended in December, 1973), it is State policy to "take all action necessary to provide the people of this state with enjoyment of aesthetic, natural, scenic and historic environmental qualities . . ." and to preserve for future generations representations of all plant and animal communities and examples of the major periods of California history."

To clarify the question as to whether archeological and historical criteria count among the criteria to be used for impact statements under CEQA, State Resources Secretary Norman B. Livermore, Jr. has written: "We believe that archeological and historical resources are important considerations in the environment. Our preliminary draft of the Guidelines included archeological considerations among the examples of effects to be considered in determining whether a particular project may have a significant effect on the environment. In an effort to simplify the Guidelines, we reduced the number of examples of potential significant effects, but we added policy statements from the Environmental Quality Act which make it clear that historical and archeological considerations are included."

18. In 1971, the State Legislature announced its dissatisfaction with the present pace of preservation-related activities in the State. In Public Resources Code Section 5097.9, enacted that year, the Legislature declared that "California's archeological, paleontological and historical heritage is fast disappearing as a result of public and private land development and that the State's total effort to preserve and salvage these precious resources is fragmented and uncoordinated."

19. PR 5097.93, also approved by the State Legislature in 1971, placed a moratorium on actions of any State agency which would disturb native California Indian burial sites abandoned less than 200 years. Exemptions would be

granted only with the approval of the local Indian governing council. Two significant State laws relating to historic preservation were enacted in 1972. GC 50280-9 authorizes cities and counties to designate historic zones or districts with special restrictions on land use therein. The City or County may contract with owners of property within the designated zone "to restrict the use of such property to retain its characteristics as property of historical signification." In other words, restrictions on demolition, facade renovation and other legal devices are authorized for the purpose of historic preservation. Under this law, said contracts must have binding power, regardless of changes in ownership, for at least twenty years. Furthermore, historic property owners must guarantee "reasonable public access, including visual observation of the interior" (meaning tours of the interior, if qualities of the interior comprise part of the site's claim to distinction).

20. On May 15, 1971, President Nixon signed Executive Order 11593 (reprinted in *Federal Reporter* volume 36, page 8921), which dealt with "Protection and Enhancement of the Cultural Environment." The President ordered that "the Federal Government shall provide leadership in preserving, restoring and maintaining the historic and cultural environment of the Nation."

Heads of Federal agencies were directed to conduct inventories of historic sites located on Federal land and to nominate these for the National Register of Historic Places. Until that time, agencies are to "exercise caution" so as not to disturb the sites. Furthermore, the Secretary of the Interior was directed to assist Federal agencies in the inventory and nomination process.

21. In conjunction with GC 50280-9, Revenue and Taxation Code Section 1161 (also passed in 1972) authorizes the State Board of Equalization to give tax breaks as compensatory incentives for owners of historic properties. This category includes owners of property located in designated historic districts or zones authorized in GC 50280-9.

22. The first major court test of the California Environmental Quality Act was resolved by the State Supreme Court in 1972. Ruling on one of CEQA's ambiguities, the Court decided in the *Friends of Mammoth* case that the impact report requirement applies not only to public-

funded projects, but also to private projects which involve applications for public permits. A group of environmentalists thus successfully challenged a Mono County conditional use permit for a private recreational development. It follows from this case that the same criteria to be used for judging environmental impact in public projects (which include consideration of historical and archeological factors) are also applicable to private projects.

23. In December 1973, the State Department of Parks and Recreation issued the first volume of the *California History Plan*, which included strong recommendations for local action regarding preservation. Federal funds authorized by the 1966 Historic Preservation Act were obtained to subsidize the writing of the plan, the findings and recommendations of which were later endorsed by the State Historical Landmarks Advisory Committee. With regards to local action, the plan recommends that "all local governments develop and maintain a comprehensive history preservation plan and survey of historic features." It recommends that "the California Administrative Code be amended to require all county and city general plans to include provisions for preservation of history." All local governments should "enact ordinances to protect historic features," in addition to establishing "advisory boards to identify historic features and to encourage the preservation of history."

24. *The California History Plan* marks the establishment of historical museums as a State priority. It recommends that the State "encourage the development and operation of historic museums that serve regional needs and develop an assistance program to assist local government or private agencies to acquire and operate such regional museums."

25. The State plan argues that historic preservation is a public interest which overrides the private interest of property ownership. According to the plan, this intervention to save a notable structure or site is an appropriate public response to threat—even if the site is privately owned—as long as the owner receives compensation in some form. As the plan puts it: "Many valuable historic objects and archeological sites are still being destroyed by developers. The basic problem is that no State codes exist that prohibit land owners and developers from destroying

historic features. The National Register of Historic Places offers some measure of protection to the historic sites, but only to those that involve Federal funding or licensing. At present, landowners or developers need only obtain a clearance from their county planning commission and comply with the Uniform Building Code; they are then free to destroy any historic feature on their property.

26. The State plan also establishes a linkage between historic preservation goals and the national bicentennial celebration. It recommends that the State Department of Parks and Recreation give "special consideration . . . to interpretive programs concerned with the forthcoming American Bicentennial Celebration."

27. The City of Fairfield has adopted a set of local impact report guidelines pursuant to CEQA. Some provisions in Ordinance No. 74-1 bear indirectly upon historic preservation. Section 9.2.b. states: "The Preliminary Report must include a description of the environment in the area of impact of the project, from both a local and regional perspective. . . . Special emphasis shall be placed on environmental resources that are rare or unique to that region. . . ." Section 9.2.c(1) requires a description of impact on "scenic quality." Section 9.2.c(2) admonishes: "Do not neglect impacts on any aesthetically valuable surroundings. . . ." Historic and archeological factors are not specifically mentioned in the ordinance; one may draw such inferences here and there, but nowhere is history made explicit.

